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ABSTRACT

Based on a theoretical paper on effective supervision (reproduced here), this study attempted to investigate superintendents' definitions of, knowledge of, assumptions about, and perceived effects of the supervisory structures and organization they have established in their school districts. Semistructured interviews of six superintendents in suburban-rural school districts in Appalachia were conducted, analyzed for content themes, and compiled by the researcher into the individual "case studies" presented here. The interviews illuminated several commonalities across the six districts. First, supervision of teachers, largely the same in all six districts, is oriented around inspection of minimum standards of performance as required by the state. Formal and informal monitoring of teachers appeared insufficient to achieve the control of curriculum and teaching method that superintendents perceived desirable. Although teachers must fulfill a set of invariant expectations, other administrators in the systems help develop their own goals. Finally, the researchers concluded that comparison of these supervisory systems with a theoretical model of organizational effectiveness suggests that all six systems have major deficiencies. Authors view their work as exploratory research, identifying questions for further research on supervisory practices, training, organization, and school effectiveness. (Author/JM)

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SCHOOL SUPERINTENDENT'S ORGANIZATIONAL STRUCTURES FOR SUPERVISION

By
David W. Champagne
Allen A. Cobbett

NOTE: Supervision is that set of interactions, activities, and sentiments determined by organizational policies and procedures which shapes the goal directed behavior of organizational leaders--the relationships and expectations they establish to get the work done.

This definition, which may or may not be shared by respondents in this research, will be used in the analysis of the data.

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Introduction:

There are many suggestions in the literature about the importance of management style and organizational structures for the efficient operation of organizations. Blake and Mouton (1964) for instance, suggest that of a variety of managerial styles, the most effective will be one which is high in task orientation as well as person orientation. Hersey and Blanchard (1982) overlay Maslow's (1973) motivation theory on the Blake and Mouton managerial grid to suggest that the degree of maturity of the supervisee is important in determining the appropriate managerial style.

Traditional organizational theory suggests that structures for supervision are based on a continuum of assumptions about the nature of people which has Theory X at one end point and Theory Y at the other (McGregor, 1960). The basic variable here is the assumption about the degree of inspectorial control people need and want in order for them to be productive. Theory Z (Ouchi, 1981) changes that continuum into a triangle by introducing the concept of wide-spread participation by employees in the organization and management of their work as important contributions to organizational effectiveness.

These various theoretical approaches lead to a wide variety of possible organizational supervision and management structures. All or some of these may exist in schools. Sofo (1981) suggests that as important as the actual structures, are the congruence of the structures, assumptions, interactions, and activities of the supervisory managers in the organization.

There may be conflict or congruence in school organizations. What is increasingly clear is that how an organization is structured and supervised radically effects its effectiveness in achieving its goals (Edmunds, 1979; Brookover, 1977).

Maccoby (1981) strongly argues that what is currently needed is a new conceptualization of the role of the leader for an emerging self-development oriented work ethic in our society.

In spite of evolving theoretical directions and research on effectiveness of specific organizational structures, organizations appear to have a wide variety of structures based on all the assumption bases explicated in present and past generations. Schools appear to mirror these differences. Our research focuses on supervision in schools as one type of organization.

In fact, however, we know very little about actual thinking and resultant supervisory behavior or organization in schools. We know even less about the actual knowledge base in use in this important area of management. We are sure that the Chief Executive Officer in organizations, the Superintendent in School Districts, has a key role in deciding what those supervisory structures and organizations will be. He (and very occasionally she) has both the responsibility and power, within limits imposed by law, finances and boards of trustees, to organize and reorganize the total school structures and to define roles and expectations for or with the middle managers of school systems, principals, who appear to do most of the supervision of instructional programs.

This research is an "experiment of light" (Homans, 1962) to find out the important questions to be asked in future research. It seeks to understand what supervisory assumptions, structures, behaviors, and effects school superintendents prescribe and perceive in their organizations.

I. Research Questions

1. What are school superintendents' definitions of supervision in schools?
2. What are school superintendents' knowledge and assumptions about supervision?
3. What structures and organizations have superintendents created for supervision of their districts' programs?
4. What are school superintendents' perceptions of the effects of supervision in their school districts?

II. Research Procedures

The objectives, methods and procedures for this research grow out of a developing theory, a stream of questions raised in research reported by others, and our own thinking based on observed practices in various school districts.

The school effectiveness research (Edmunds, 1978; Berliner, 1982; Brookover, 1980; Biggin, 1982) increasingly and consistently points to the importance of various supervisory practices by the middle manager--principal--as having direct effects on pupils' school achievement and self-concepts. These middle manager effects are of course mediated by the various teachers in each environment. Yet, apparently differential effects of divergent principal supervisory practices in different settings in the same school district seem to occur. That is, pupils in some buildings in a given school district achieve more than similar pupils in nearby buildings.

Sofo's (1981) case study of a single school district suggested different programmatic and academic behaviors and results from different principals different supervisory assumptions, priorities and behaviors.

One inference from Sofo's data can be in that setting, the superintendent's effects on his organization were inconsistent or unimportant. Yet we should not draw this conclusion based on the study of only one environment. It is equally likely that in the organization Sofo studied, the superintendent put little emphasis in the area of supervision and his middle manager principals established their own procedures within very open guidelines. In another study, Dowler (1982) interviewed principals to assess their supervisory behaviors, assumptions and perceived effects. A persistent theme emerging from his work was the principals' perceptions that the organizational context either inhibited or facilitated their supervisory behaviors and effects. Often they mentioned the superintendent as the single most important determinant of their behavior.

We need to know as specifically as possible what thinking the superintendents are doing in this supervisory area of their responsibility. How they perceive, organize and evaluate the adequacy of their decisions can be an important basis for planning training, inservice work or strategies should it become apparent change is necessary in the structures they have created. This research is exploratory in nature. It identifies questions for further research on supervisory practices, training, organization and school effectiveness. The practices and questions identified in this exploratory study are compared to the best supervisory theory to raise questions about that theory and about current practice.

Methodology most appropriate to this kind of exploratory question generating research was a series of case studies based on semi-structured interviews of a limited sample of school superintendents. The specific questions in the interview schedule elicited superintendents' beliefs, the organizations they create, and the effects they perceive. Each question probed specific details about the superintendents' supervisory behavior and his/her reasons for the behavior.

The questions asked follow. (The numbers after each question show which research question they are most closely related to).

1. What is your definition of supervision? (1)
2. What is your specific training in the field of supervision? (2)
   (a) Describe your district's size, organization, etc.
   (b) Is there anything special about the district's program, population, or history that you believe has an effect on the supervisory processes or structures in use here? (1, 2)
3. What are your goals and priorities regarding supervision? (1, 2)
4. Describe the supervisory system in your district (e.g., who does it, how often, is there a separation between evaluation and supervision)? (3)
5. How do you share your norms/goals with your supervisees? (e.g., principals, supervisors of instruction, pupil personnel). (3)
6. What connection do you see between school/goal achievement and supervision? (2)
7. What theoretical bases, assumptions determine how you approach supervision? (2)
8. What motivators do you utilize to mobilize your supervisees? (2)
9. What functions of your job do you perceive as supervision? (1)
10. Do you believe your supervision or your orientation toward supervision is having any long-term effects on your schools? (If so, what are they?--if not, why?) (4)
11. What changes in supervision would you make and why? (4)
12. Are there other questions I should have asked, or anything else I should know about supervision in your district? (1, 2, 3, 4)

The interviews were semi-structured in that questions were followed by continued probing where necessary to elicit details and specifics about the first response. This freedom for the interviewer allowed for

follow-up until it was clear what had been said and what meaning the interviewee attached to what (s)he has said. The interviewer here was carefully managing his behavior to ensure that the interviewee was not being lead or pushed into positions not his own.

A sample of six superintendents was interviewed to determine the ranges of their responses. The sample of superintendents was chosen to ensure a variety of backgrounds, experiences and size of district. In no sense was the sample randomly chosen or deliberately stratified according to a specific set of criteria. Rather, the superintendents chosen were persons who are articulate, able to introspect, and ones who were willing to be interviewed.

Each interview was audio-taped, transcribed and then analyzed for content themes using the four research questions. All interviewees were mailed the questions at least one week in advance so they could prepare as they wished. Each interview lasted at least 45 minutes although several continued more than an hour.

Descriptions of the districts and superintendents were written to ensure the anonymity of those interviewed.

Analysis of the superintendents' responses identified common themes and anomalies between and among their perceptions. This research report presents this analysis and compares it to an integrated theoretical position about effective supervisory assumptions, behaviors, and organizations. (This theoretical position is presented in the next section of this proposal).

Follow-up studies will develop from this initial sampling. The results suggest interesting theoretical or practical differences or questions to be explored. That follow-up is the intent of this initial exploratory question raising effort.

Analysis System Paper

A MODEL FOR SUPERVISION IN SCHOOL DISTRICTS[1]

adapted by
David W. Champagne

1. based on two unpublished papers:

   a. Rating the Effectiveness of Your Organization's Supervision and Management System, copyright by Ronald R. Sofo and David W. Champagne, 1982

   b. A Model for Supervision in Organizations, copyright by Ronald R. Sofo with David W. Champagne, 1982

Sofo's original ideas which formed his dissertation research were based on those of Amatai Etzioni. See Etzioni, Amatai, A Comparative Analysis of Complex Organizations, Free Press of Glencoe, Inc., New York, 1961.

This paper describes a six dimensional theory-based model of supervision. The model will be used as a matrix against which we may compare the supervisory practice described by the superintendents in the research sample.

School effectiveness, the goal of the model, includes high levels of goal achievement as well as efficient maintenance of the organization. High levels of goal achievement are assisted by the design and implementation of specific supervisory structures congruent with these six dimensions in their intended relationship to one another. (Obviously other factors such as adequate capitalization, goals appropriate to fill a need, appropriate relations with the community served, quality of product and minimally ethical behaviors of organization members toward each other are also necessary for goal achievement at high levels).

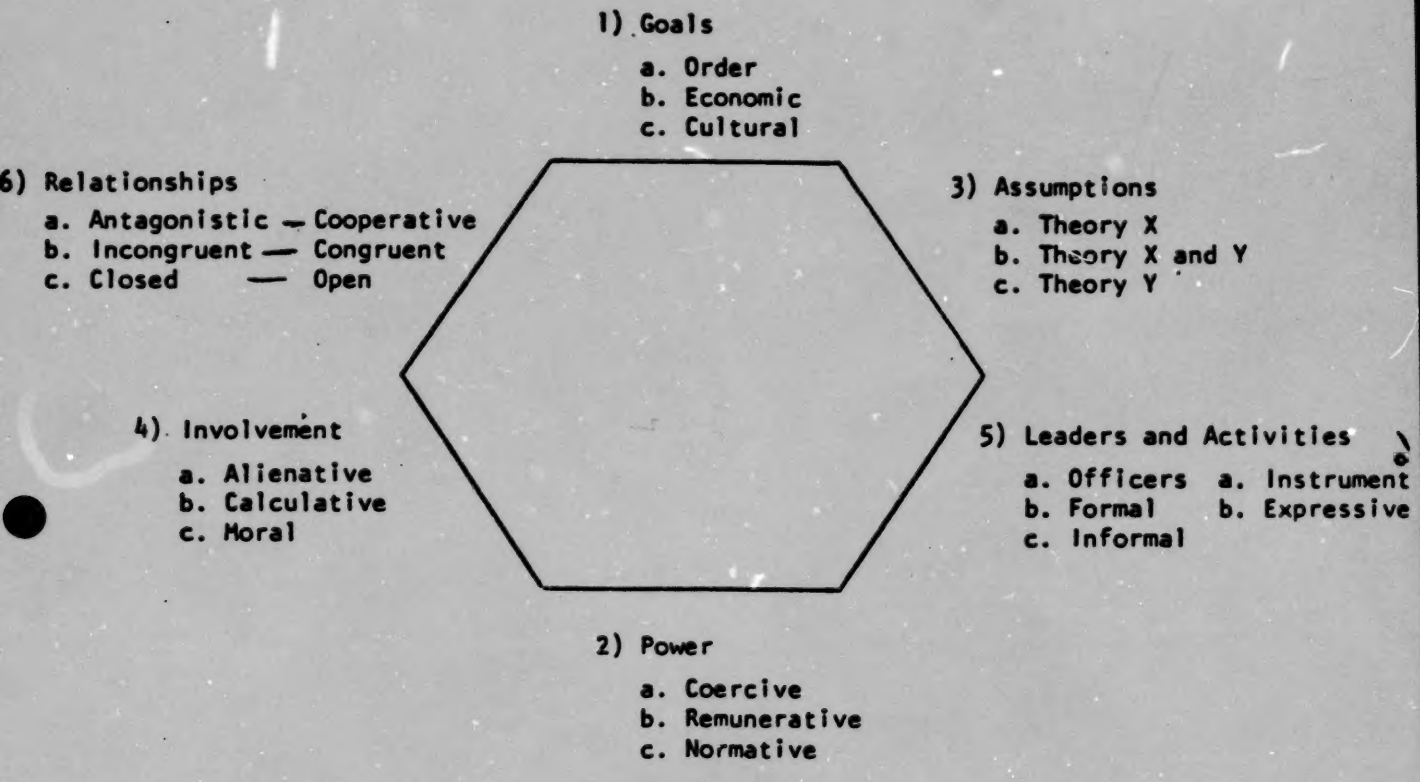
The six dimensions are:

1. Goals of the organization
2. Power used to control members' actions
3. Assumptions by supervisors about the nature of people
4. Involvement of members in the organization
5. Activities of organizations' supervisors
6. Relationship of supervisors and other employees

Figure 1 presents a graphic representation of the six dimensions in the model. It also begins to show some of the intended relationships. (see Figure 1 on next page)

FIGURE I

The Supervisory Model for Effective Organizations



1. Goals

Goals of organizations are of the three major types listed. Order goals are those whose purpose is to preserve or protect people or property; to coerce people to behave in certain ways. Prisons, armies, and police forces are examples of organizations whose chief goals are order. Economic goals seek to produce goods and services for reasonable cost. Manufacturing companies, utilities, hospitality industries, entertainment and professional sports industries are among those organizations whose chief goals are economic. Cultural goals are those which seek to perform human services, to educate, to nurture or to inculcate values or beliefs. Churches, hospitals, schools, volunteer community organizations, fraternities and sororities are among those whose chief goals are cultural.

All organizations have some of all three types of goals. Some are nearly balanced in seeking two types of goals simultaneously. These later organizations, e.g., proprietary schools--those in business to make money, have to live with inevitable conflicts between these goals. A symphony orchestra or museum has its most important goals in the cultural area, but must take in enough money to pay its musicians and heat its halls.

Schools are pre-eminently cultural organizations founded to transmit the heritage of a society and to prepare its citizens to contribute to that society's growth and development. To be effective, schools must also operate in cost effective ways--economic goals, in an atmostphere of safety--order goals, so that the learners may concentrate on learning

objectives--the culture being taught. Effective schools have clear cultural goals which are both understood and accepted by the adults in charge and the clients who are served. The supervisory system must teach these goals to all new and old members and to each set of learners as they enter the school. Members of the organization who operate with varying and conflicting goals diminish the effectiveness of the school organization. The supervisory system must also help members and clients of the school organization to learn and use behaviors appropriate to the cultural goals.

2. Power

There are three types of power used in an organization to control the behavior of managers, supervisors, and other employees to achieve organizational goals. Coercive power is force, muscle, physical punishment or threats of punishment. Coercive power is also taking away some privilege or symbol (or threatening to do so) that has meaning to the employee, supervisor, manager, or client of an organization. Less food, solitary confinement, threat of beating, restriction of activities are all examples of coercive power use. Renumerative power is using money, goods or services or promises of these in exchange for employee or client effort toward goal achievement. Wages and salaries, amount of employment, benefits, pensions, gifts, bonuses, and premiums are all uses of renumerative power. Normative power is using persuasion to get achievement of an organization's goals. Managers, supervisors, and clients become committed to achieving goals that they believe are right or good. Comparing one's behavior to that of someone admired in the organization is one way this normative power is used.

Specific types of power use are more likely to be effective in achieving specific types of goals. Coercive power is most likely to be effective in achieving order goals. Remunerative power is most likely to be effective in achieving economic goals. Normative power is most likely to be effective in achieving cultural goals. Schools are primarily cultural institutions and should therefore be primarily using normative power to achieve their goals. Supervisors and curriculum directors should be trying to persuade and convince teachers to adopt better methodologies or curricula rather than threatening them by means of coercive or remunerative measures. Reward systems for goal directed behavior and goal achievement should be based on reinforcement using persuasion. The normative persuasion most likely to be effective is that the cultural goals are more likely to be achieved; Students will benefit. Giving payment bonuses to a teacher because (s)he planned and carried out a project which benefited students is inappropriate and likely to be counter-productive. Public recognition of the achievement, e.g., approval by peers or clients which is associated to the cultural goals of the school is likely to be an effective use of power in encouraging both the recipient and other members of the staff to make similar efforts in the future. Order goals in schools, like having teachers come to work on time and to control student fighting are best controlled by coercive and remunerative means. Supervisory systems in schools should differentiate the goals, then control member and client behavior by the appropriate type of power. The best and brightest members should be rewarded and recognized for their goal directed behavior.

3. Assumptions

There is a continuum of assumptions about people which suggests supervisory procedures and structures within an organization should depend on its major type of goal. Managers' and employees' assumptions about themselves and their clients will be lived out in the ways they treat each other and the sets of expectations they have for each other. At one end of the continuum, Theory X assumptions (MacGregor, 1960) suggest that people are lazy, indifferent, most have low ability, prefer to be led than to lead themselves, and must be controlled and monitored if they are to be productive. Theory Y assumptions suggest that most people have high potential, will work hard with little need for control or monitoring if they see connections between the tasks they are doing, the goals of the organization, and their own needs. The assumptions most likely to be effective in coercive organizations are the Theory X ones--members and clients must be forced into goal achievement since they do not believe in the goals of the organization of which they are a part. In remunerative organizations with economic goals where the members and clients are mid-way between coercion and normative belief in the goals, a combination of Theory X and Y beliefs and the structures derived from them are mostly likely to be effective assumption bases of supervisory managers or organization members and clients. Where workers or clients have to do repetitive or detailed work which is somewhat boring or requires expenditure of energy toward goals they are not entirely convinced are beneficial to them or society, then a mixture of X assumptions and Y assumptions are appropriate to productivity. Where

the goals of an organization are mostly cultural, the members and clients believe in them, and normative power is the predominant mode, then Theory Y assumptions about people are entirely appropriate and supervisory structures based on them will be effective.

Schools, to the extent that we make them cultural organizations with clear goals members and clients believe in, and to the degree that we use normative power, should have supervisory structures based on Theory Y assumptions. The reward system for supervisors should be based on their behavior consistent with these assumptions.

4. Involvement

Three types of involvement of organization members and clients toward organization goals result from the types of goals, the uses of power, and the assumptions made about them. Alienative involvement is rejection of the organization and its goals by members of clients. Alienative involvement results in negative feelings about the organization and/or its goals. Members or clients alienated from an organization participate in the organization only because they feel coerced. They would prefer not to be there. Members or clients in a coercive organization show low productivity. Calculative involvement is a generally neutral feeling about the organization. Members and clients of the organization see it as meeting some of their needs, but are not really committed to its goals. They will put energy toward those activities they perceive as rewarded by the organization and ignore those not rewarded. They calculate what will impress and what will not. Calculative employees tend to work differently when observed and

indifferently when not. Moral involvement represents a personal, positive commitment, usually strong, about the goals of the organization. Employees and clients believe in the activities they perform that are goal directed--they are right and good. Their work fulfills their own needs because they identify themselves with the goals and the organization. They therefore tend to work hard even without direct supervision. Often, they do need to know that their work is known, understood, and appreciated to continue their moral commitment to the goals.

Moral involvement is likely and necessary in schools. Alienative or calculative involvement is inherently destructive to cultural goal achievement in schools. Those kinds of involvements reduce the energy devoted to the organization and poison the moral involvement of other clients or teachers or potential clients. Supervisory structures should directly encourage moral involvement to the organization and its goals.

5. Leaders and Activities

There are three types of leaders and two categories of activities in which they engage in organizations. These different types of leaders, the role they should play and the categories of activities they should attend to play important parts in the supervisory system of an organization. One type of leader is the officer. An officer derives his/her authority and power almost entirely from his/her position in the structure--whom (s)he reports to and has report to him/her; what responsibilities and activities flow into and out of his/her office. This officer controls only through this designated organizational power. A formal leader has power and authority within the structure of the organization, but also

has professional expertise and/or personal characteristics and relationships which allow people to believe (s)he is competent and/or can be trusted. (S)he controls actions of others both with designated and personal power. An informal leader has no organization or structural power at all. (S)he controls others only through professional expertise or interpersonal influence.

The two categories of activities leaders control are: instrumental and expressive ones. Instrumental activities include those which secure and position material and human resources when and where they are needed. Expressive activities are those which control member and client conformity toward achievement of group and organization goals and norms.

The theory suggests that officers are most effective in controlling instrumental activities in the organization. Informal leaders have the most effective control of expressive activities. Formal leaders may control either type of activity, but with mixed results. Their effectiveness depends on the balance they can achieve between using their position for instrumental activities and their professional or interpersonal competence for control of expressive activities. Schools, as have all other organizations, have both types of activities. The supervisory system must help its leaders understand these distinctions, learn behaviors appropriate to each, and consistently apply these behaviors to school situations. The formal leader in schools is usually the principal. (S)he must be able to categorize his/her activities as instrumental or expressive, spend appropriate time with each, use appropriate power with each and be able to help lead his/her segment of the organization toward

organizational goals. All this while maintaining moral commitment of teachers and students for the cultural goals. The supervisory system must be able to identify and promote those who have the potential to consistently make these distinctions.

6. Relationships

The final dimension in this model of supervision is that of relationships between and among supervisors, other employees, and clients of the organization. The three categories highlighted in the relationship dimension are: the degree of antagonism or cooperation; the degree of congruency or incongruency; and the degree of closedness or openness.

Antagonism suggests that clients, workers and leaders may not agree on goals, uses of power or on appropriate activities. In coercive organizations relationships are likely to be antagonistic. Both workers and clients may be alienated from the goals set for the organization. In organizations having predominately cultural goals with normative power, Theory Y assumptions, and formal leaders which foster moral involvement, cooperative relationships are likely to evolve. They certainly will be necessary in schools if they are to be effective. The supervisory structures and processes in schools must have these characteristics and result in this cooperation based on shared belief systems.

Incongruent relationships suggests that those who are designated to control the expressive and instrumental activities do not really do so. Congruent relationships suggests that the leaders of the organization

actually do lead it. They exert power, to assist goal achievement for the organization by using appropriate power, and secure the strongest involvement possible by their activities.

Schools being predominately cultural organizations whose goals are best reached by normative power, by formal and informal leaders who control instrumental and expressive activities will produce moral involvement and have congruent relationships. The leaders will lead, set directions, notice and correct non-goal oriented behavior, produce goal oriented behavior by normative means.

The final category of relationships highlighted in this dimension is whether there is as much interaction between groups as there is within groups. In closed relationships the leaders have little contact with other employees or with clients. Where there are open relationships the leaders have much contact with lower employees and with clients as with each other.

Schools to be effective must have open relationships between and among the three groups within the organization. To achieve cultural goals there must be shared ideas about their value, the power used to build goal directed behavior must be normative, the assumptions which must be lived out are that those in the organization, including the pupils, desire and will benefit by their achieving the goals and that they are morally committed to that achievement. The leaders must exert control of the expressive activities through their professional expertise and interpersonal skills. The only way this kind of influence can work

is by way of regular contact of leaders with workers and clients such that they understand and trust each other. Open, congruent and cooperative relationships are a necessity for effective schools.

The supervisory structures and processes in schools which are most effective will be congruent with these six dimensions recommendations.

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The Data--Six Case Studies
of
Supervisory Structures
Superintendents' Knowledge and Assumptions
Perceived Effects

District I

This district's 2,700 pupils drawn from approximately 60 square miles of geography covering 5 townships, are housed in four buildings. The modern middle school and secondary school are on the same 15 acre campus. Almost all pupils are bused from the formerly rural but now becoming bedroom suburban community. Until recently, the district was relatively poor, but with the increasing number of more affluent families and with the growth of large commercial zones adjacent to a nearby air terminal, the financial base is improving.

The administrative organization is headed by the superintendent. He is assisted in the central office by a secondary principal for administrative affairs, a director of business, and a director of pupil personnel. The high school principal who also holds the title, director of curriculum K-12, has a vice-principal. Each of the other three buildings is administered by a full-time principal serving alone. There is no separate group of supervision or curriculum coordinators.

The superintendent did not so much define supervision as list the purposes and processes which he included within it.

"It should be continuing constructive, reinforcing, diagnostic . . . of areas of performance to be further strengthened or present problems which need to be remedied. It should be regular enough so that it reduces the likelihood of threat to the person. It includes formal and informal observation conferences, and follow-up to see if suggestions are being

implemented." Conferences vary from short casual "drop-in" conversations to pre-arranged discussions and agreements for goals for the year. Those pre-arranged goal setting conferences occur only with administrators. These goals or focuses are in addition to the specifications of the written job description for that administrative group.

The closest this superintendent came to defining supervision was his statement that it was the interpersonal relationships and the appropriate influence on subordinates to see a vision beyond what they see for themselves and to do a job they might not have thought themselves capable of--toward a mission oriented organization.

This superintendent identified as his knowledge base his practice as a school administrator and what he identified as very extensive workshops over the years in management styles and interpersonal dynamics. Out of these and his own pragmatic personality has grown a set of assumptions he expresses as follows. "You can only get people to do things by getting them to believe in the goals as worth their time and effort. Occasionally you must be blunt in pointing out problems. Usually there must be positive continued reinforcement of observed behavior related to the goals. Inservice education must be organized, especially for the administrators, to help people understand their own style and their contributions to the group. Administration by directive edict will fail," the superintendent believes.

Another assumption is "that the administrators/supervisors must initiate and lead. They must demonstrate that they trust the staff, and in turn the superintendent must demonstrate that he trusts his leaders to

be responsible. The supervisors must also feel valued--that you are interested in them. Give people clear expectations and that keeps them moving. I must support their decisions. If they are wrong we will talk about the decisions, but they'll still get my support."

The superintendent also believes that merit pay systems create rivalries and jealousies destructive to productivity--although those who don't produce should not get the same raises as those who do. Effective supervision is based on consensus.

To accomplish the district goals, this superintendent has set up an administrative productivity program. (This is its first year in practice since the superintendent is new--there are no records of a previous formal program of expectations for administrators. There is little evidence in the district of previous efforts to identify district goals as a focus for supervision). This administrative program begins in August with a workshop meeting of all administrators. They suggest, discuss and decide on the priority goals the district ought to have for the next academic year--6-12 are finally selected. These are time bounded and specific goals. They are also beyond the daily job expectations for each administrator. When the group has reached consensus, the superintendent takes that list to the School Board for further recommendations and for approval. This goal list becomes one of the bases for the individual goal setting conference the superintendent has with each administrator. Each administrator also prepares a document called a project progress schedule on which the administrator lists projects and activities (s)he would like to work on. This schedule lists time sequences for activities

from September to June for each project. A rationale for each project is also prepared by the administrator. Resources are also identified, and evaluation processes are listed. After coming to an agreement there is a mid-year follow-up course correction of goals and objectives. Then in May or June a performance review or reflection conference occurs. Each administrator writes his/her own evaluative report and decides on the effectiveness of his/her planning and implementation of the projects and activities. (S)He also begins to identify the next year's priorities. The superintendent then prepares a brief (2-3 paragraph) summary of his evaluation of the administrator for that year. He tries to make this supportive although he will also include some suggestions for improvement.

Using this process the superintendent believes he is sharing his norms, expectations and priorities with each administrator. Then he expects each one to initiate and monitor his own behavior related to these expectations and agreements made. The superintendent believes that this system gives the administrator a nearly equal vote to his own in decisions about his professional goals and expectations. The superintendent believes that the administrators should be able to rationalize their choices based on the achievement data of the students on standardized testing programs. In light of this expectation he has scheduled 4-5 administrative training sessions to be sure administrators are able to make these connections.

As backup for this administrative supervision/evaluation system, the superintendent has initiated the preparation of careful role descriptions and an organization table of responsibilities and reportings.

The teacher supervision/evaluation system is organized as follows. Supervision of teachers is generally done by principals. It meets the state guidelines of once per year for tenured teachers, and twice per year for non-tenured teachers. The superintendent expects this process to be positive and constructive. Principals are not to identify weaknesses without telling the teacher how to do better--teachers should see this supervision as a source of help and not a source of threat. The superintendent has also just begun a peer supervision program where two faculty members observe a teacher then sit down and discuss what they have observed. Faculty members have the right to ask for observations at a specific time and not at other times.

During the mandated rating, there is a standard rating which is either satisfactory or unsatisfactory. No numbers are used. Unsatisfactory ratings are very rare and are preceded by very extensive observation and help by the administrator. There are some, supervisory visits which are not connected directly to the rating, but these were not described in detail by the superintendent and do not seem to be a regular occurrence nor followed by feedback. The procedures for these are not prescribed by the superintendent.

The superintendent sees a strong relationship, but not one of cause and effect, between his supervisory system and goal achievement--student learning, etc. He fully intends to transform the school through the influence of his supervisory structures and organization. He expects that administrators' performance will be upgraded. He expects with the establishment of goals and objectives to produce results. He also expects

to identify and marshall resources so teachers, administrators, and custodians can get the job done. He believes that his initiation and follow through of these productivity procedures will achieve the results expected. He expects to build the School Board's expectations of regular incremental improvements in the district. Finally, he expects to minimize professional grievances, improve the level of instructional leadership and supervisory competencies by this systematic continual administrative productivity program and concurrent training.

Analysis

Analysis of this supervisory system suggests several issues. The superintendent's expressed intentions that supervision be continual, positive and supportive appears to be at odds with the actual procedures established, especially with the supervision of the teaching staff.

Administrators do have input in the goals of the district--the superintendent feels their input is as important as his own, whether the same perceptions of this process are shared by the administrators is beyond the scope of this research. The administrative contacts with the superintendent around their individual goals are three in number--a goal focusing conference, a mid-year monitoring, and a final review. The actual guidelines for the administrative productivity program specify only one formal review conference with the other two optional. Apparently though the three contacts are the real norm. Other conferences are possible depending on need, but do not appear to be regular. Further, the guidelines suggest something called natural group meetings in which administrators share thier individual goals with each other. The

superintendent did not mention this part of the process in the description he gave during the interview. What connections there are between district goals and specific job targets of each administrator were not made clear by the superintendent in his reporting. These connections or questions appear to be implicit rather than explicit.

Teachers appear to be observed either one or two times per year for evaluation purposes. Other visits if any for supervisory or development efforts appear to result from the individual principals' interest or convenience.

There also do^es not appear to be any necessary congruence between principals' individual goals and their work with the teachers on their staff. Generally the superintendent, in spite of his conviction that supervision should be positive, and his structures which support that belief with his administrators, still referred to supervision as focused on solving problems or improving weaknesses.

All teachers regardless of experience or special abilities were evaluated using the same rating form. This seemed to strike no conscious awareness in the superintendent that the individual goal setting he did with his administrators was based on a wholly different and individual set of assumptions. Certainly the frequency of interaction built into the supervisory evaluation system is so seldom--although there may be other contacts around these issues not reported--that it is doubtful that they could be effective in focusing administrators' or teachers' behavior on specific activities or goals. Knowing what we do of reinforcement theory, these infrequent contacts are likely to affect

behavior only marginally, and are likely to be a source of anxiety and possible friction or hostility instead of being perceived as helpful or supportive. The supervisees are very likely to perceive the behaviors of supervisors as monitoring or checking, and not as truly knowledgeable or helpful of the professional being helped. Further, these relatively infrequent contacts of administrator/supervisors around school program goals of learning for pupils may suggest to the teachers that specific pupil learning is not a highly valued goal of the organization.

DISTRICT II

This district has about 5,500 pupils in seven elementary buildings two middle schools, one intermediate high school, and one senior high school. It is close to a large city, to which most of its middle class adults commute for work. The district's two boroughs both have their own local shopping areas, but residents regularly travel either to one of the new shopping malls further out in the suburbs or make the adventuresome trip to the city's downtown. The school district enrollment is still declining as it has for the past few years. The superintendent heads a central administrative team of an assistant superintendent, a supervisor of curriculum and instruction, and administrative assistant, a psychologist, a director of services, a social worker, a data process manager, a secretary of the board/business manager, several lower level service employees, and a director of athletics. All secondary schools have both a principal and vice-principal while the elementary principals serve alone. This district also has two full-time supervisors, one K-5 the other 6-12 who are expected to assist in supervision as called on, and perform curriculum coordination and articulation. The principals do all rating evaluations, the supervisors only help and assist teachers both on call and on their own initiation while informing principals of their recommendations. The vice-principals are perceived by the superintendent to be half-way between the principals and the supervisors. They may write the

evaluative rating, but the principal signs it. The vice-principal is perceived by the superintendent as being less threatening and therefore more able to help teachers than is the principal.

This superintendent gave the following definition of supervision. "Supervision is a system whereby various techniques and interactions are employed to improve the quality of instruction and also to improve staff and have an impact on the educational programs and how effective the school system is." The superintendent included in the perception of supervision the following functions; evaluation of the administrative staff, conferencing with them on the selection of their objectives, suggesting particular objectives as high priority for all administrators, and reviewing the performance of that administrator on that objective. Most of the administrative personnel report to the assistant superintendent rather than directly to the superintendent.

The knowledge base of this superintendent was reported as extensive--as many as 18 hours including university coursework, and actual experience as a secondary school principal. The superintendent believes that he is a curriculum person by which is meant that the role is to include a high emphasis and competence in school program,student achievement and teaching method--the superintendent reports maintaining direct contact with the actual implementation of the teaching program and how effective it is.

This superintendent had to dismantle a previous heavy commitment to an individually organized instruction plan when research data indicated it was no better than other cheaper instructional methodology. The Federal

monies for the project were exhausted and the district could not support the individualized mode on its own in the face of the lack of results from the additional resources being poured into it. The superintendent used the occasion to work with teachers' groups and administrators to create a supervision-evaluation-rating system for which they eventually secured State approval. The new system, in the superintendent's perception, is more elaborate and focused on teaching techniques. This superintendent, with his existing curriculum background, views supervision as the primary mechanism to be sure the teachers actually teach the curriculum as it is written. Do teachers use the materials provided, do they use the proper emphasis of content, are the plans and materials provided useful, does the teacher need to improve to teach the curriculum? "Time on task is important--teachers can't just do what they want. But, at the same time we must separate supervision and evaluation, because if you didn't, you couldn't do much with improving teachers. That's why we have the separate supervisors. The principal must be in and out of the room often to collect informal data on the teacher."

This superintendent is a proponent of Cogan's Clinical Supervision. It has a great effect on how this superintendent perceives supervision and how it should work.

This superintendent also tries to be sure that each of the district administrators has a specific curricular objective as part of their goals for the year. That way the superintendent believes the district is more likely to achieve its goals. The principals will emphasize that district goal with their teachers.

The final set of assumptions this superintendent makes about supervision is that it is important to have beliefs and values about students, curriculum, supervision, research and learning, and to communicate these to all the administrative staff and teachers. To get excited, to speak out about what one is reading in the research literature on education, were perceived as ways to carry these excitements throughout the system and get others involved. The superintendent believes the impact comes from others' involvement and their carrying the same messages--consistency.

The supervisory-evaluative-rating system this superintendent has devised and implemented are described in two documents, one for administrators and one for teachers.

The Appraisal Plan for Administrative Personnel begins with the delineation of several assumptions. The administrator is the key to influence of students' education. Therefore, administrator performance must be assessed to motivate administrative staff to optimum performance. High expectations must be set if high performance is to be generated. Administration should be achievement oriented; they need feedback and evaluation in order to perform effectively. The focus should be on continual growth and improvement. Unless a supervisor works with an administrator in almost daily direct contact, there is no way he can evaluate all the things that he does. Priorities must be set so that the most important responsibilities are always in focus. "The development of subordinates is probably the most important of supervisory-management

functions. Unless the supervisee and supervisor have clear regular feedback, the individual may be growing in his own perceptions, but not in those of his supervisor."

Evaluation of administrative personnel looks at two areas, narrowed job expectations--defined by the job description; no fewer than 15 and in most cases more than 20 performance responsibilities and performance objectives--selected from the list of district objectives by the administrator and two others selected jointly by the administrator and his/her supervisor. The superintendent does not verbally make this distinction about who selects the five goals which is written so directly in the Appraisal Plan for Administrative Personnel. The superintendent does say that each administrator's objectives for performance appraisal would always include some in the areas of curriculum. The district goals used as the basis for these performance objectives are selected and approved by the Board in July from a list proposed by the administrative staff. In 1982/83 the school district had 25 objectives which varied from energy conservation to guidelines for drug prevention programs, to a philosophy for athletic programs. These were written in broad enough language that almost any one of the 25 could have been of interest to any district administrator.

Each administrator submits his/her objectives by 1, September. During the year two conferences (by 15, December and by 15, May) are held to determine what progress has been made and what objectives need to be revised. The administrator prepares a written report which speaks to his/her perception of the goal achievement. After the conference the

evaluator prepares a written summary of the assessment and a recommended rating. The scale goes from unsatisfactory in six steps to superior--few ever receive an unsatisfactory. Very few ever receive superior which is described by godlike achievement levels. Each goal is given a numerical rating weighted so that 75 percent comes from normal job expectations, and 25 percent from the performance objectives.

How or if these objectives are coordinated so the whole district is putting emphasis on a few areas is not clear. It was not discussed in the written documents, or spoken to by the superintendent. The superintendent reports that the administrative staff does get together and generates the list of district objectives. A five-year review cycle for all major curricular areas affects the focus of some of the districts' annual curriculum goals--but not all. The Board of Education may add or delete some goals before they approve the list each year. An outstanding rating brings only $300 extra merit increase to the administrator. The very rare rating of superior only accounts for $500 extra.

The document describing the evaluation of professional personnel--teachers--begins by quoting the relevant section of the state code governing teacher ratings. The documents' philosophy suggests that evaluation is a cooperative and continuing process based on objective evaluation of performance.

The evaluation plan was developed over three years with the participation of teachers at all levels. The teachers were in addition to building level and central office administrators. The evaluation form uses the four areas specified in the state codes, i.e., personality,

preparation, technique and pupil reaction, but writes more specific criteria for their meaning than are on the state form. The evaluator who will perform a minimum of two observations each year for each non-tenured employee and a minimum of one observation per year for each tenured employee is required to note each employee as either satisfactory or unsatisfactory on each of the four dimensions on the rating form. Each observation must be followed, within three school days by a conference with the employee. Anecdotal records relating to each area observed are recorded on the observation form. "It is recommended that one of these be an observation of the same class for three consecutive days. Mutually agreed adjustments may be made in the observation at this time."

Following the conference, a summary paragraph is prepared by the evaluator in each of the four areas of the observation. These summary paragraphs appear next to the rating of satisfactory or unsatisfactory. "Whenever an unsatisfactory rating is given . . . specific circumstances . . . must be provided through anecdotal records. The superintendent must approve and sign the rating form when an unsatisfactory rating is recorded." Two consecutive unsatisfactory ratings are necessary to dismiss an employee for incompetency.

The evaluation plan is expected to improve instruction by suggesting "mutually agreed" improvements to the employee. Though the written procedures do not specify how or when, apparently either the written observation and/or the summary paragraph are expected to contain suggested

improvements as discussed in the conference. The succeeding observations are expected to "see how well you do these things that I suggested that you do," and written up to support what progress if any was made as a result.

The superintendent also insists on daily written lesson plans of which the observer has copies. "We look at the lesson plan very carefully to see if the teacher is doing what the teacher should be doing." There is an assumption here that the teacher will be following a general instructional model. The lesson plans are also monitored to see that the teacher is following the curriculum as written.

This school system also has two supervisors who are described as "trouble shooters." One supervisor is responsible for elementary and one for secondary. Neither of the supervisors rates the teachers. The administrator also makes suggestions and goes in to see that those things are done, "but the help and support, the real supervisory function of the district is performed by that supervisor. The supervisor is called in by the administrator when problems are observed." They also respond to teacher requests or initiate visits on their own.

This superintendent states that he spends much time in direct contact with teachers. For example, "This month I am going to see every teacher--to see how well you relate the objectives, to teaching techniques and to see what evaluation procedures you are using. There will be an impact when teachers talk to each other about these issues."

The assistant superintendent is in charge of all teacher inservices held during the year, although the superintendent talks with the administrators. Last year he had a "couple of workshops with administrators on how you conference." Plans this year are on "the whole business of the observation and the kinds of things to look for and to share experiences in the ways they have found in collecting data whenever you are observing."

"I pointed out that there is a separation between evaluation and supervision, because if you didn't separate you couldn't do much with improving teachers, really. We have a supervisor of elementary education and we have a supervisor of secondary education. The principals in the secondary schools have assistant principals and the assistant principals are also involved in the observations and ratings and the improvement of instruction so they are part of it. The tenured teachers have at least one formal observation. The non-tenured teachers have at least two. Now, that means for rating purposes. Now the supervisor will go into a classroom where the teacher is new as many times as is needed and the same thing is true with the principal. The principal goes in and out of rooms because they collect data in a number of ways not just through observation--10 minutes, 15 minutes, and all of that becomes part of the conference then and when we do have the formal observation we can say he took 15 minutes to take the roll. And if that is true, they go back and check, are they wasting 15 minutes in the first period of class to take the roll. And then perhaps

we can do something to reduce the time to do it or that kind of thing. . . . We have separated the two very carefully but the thing that I'm pleased about is that we have the assistant principals responsible for the supervision as well as the rating. And that is a very valuable thing.

Because we only have two supervisors, it would be impossible to do all the things they have to do for all teachers. So therefore the assistant principals also act very strongly in the area of supervision because the ratings can be done by the principal in concert with the assistant. The assistant principal writes up the observations too but the final rating is the responsibility of the principal."

This superintendent connects supervision-evaluation with the curriculum through meetings where they discuss how well the teachers are handling the teaching. When achievement test scores come in, sessions are held with the principals to determine what they can do to improve the scores. These sessions include item analysis. The principal then acts quickly before the year is over--work on the areas with low scores."

Each year, after all the ratings and summary paragraphs are written, this superintendent sets up a whole week of meetings with the principals. He goes over each rating on every teacher and compares it to the previous year and progress made. "That has continued and will continue. It is an excellent way for a superintendent who has almost 400 teachers to know what is going on in the classroom. So I

know every teacher by now, I know what each is teaching--their strengths and weaknesses. I can talk to the principal and say, have you been working with X on that problem? And how well is X performing now that you have made these particular suggestions?" The superintendent also goes into particular classrooms if teachers are having difficulty--5-10 minutes--"I have to know what is going on . . ., to encourage, I think they are pleased when I walk in because they know that I'm interested in them and their work . . . I'll see them in the hall and say, I saw you do that and I liked that."

This superintendent believes that there are many positive effects from this supervisory-evaluation system. The superintendent believes it communicates interest in instruction and the curriculum. He believes that though teachers would still like more freedom to do their own thing in the classroom, that this monitoring results in teachers more often teaching the curriculum as it is intended. The superintendent also believes that teacher resentment of supervision is decreasing. This superintendent believes that the monitoring of curriculum and teaching is one of the most important functions of administrators and believes it is focusing efforts to improve the effectiveness of the school district.

Analysis

This supervisory-evaluation-system clearly focuses on administrative monitoring of the teaching method and content. It assumes that administrators, chiefly the principals, have the skills to know and recognize good teachers, congruent with the intent of the curricula in all areas for which they are responsible. It also assumes that having

recognized weaknesses, the administrators have the skills to make significant suggestions which will be implemented by the teachers and that these suggestions will result in improvements in pupil learning. Further, this system assumes that without administrators taking this monitoring role, the teachers would not focus.

The supervisory-evaluation-rating system has two non-rating supervisors who are also assumed competent in all areas of the elementary and secondary program. It is also assumed that the assistant principals because they do not actually sign the evaluations they write, will be perceived by teachers as non-threatening helping persons.

Though this superintendent expresses clear definitions and separation of the differences between supervision and evaluation, the system in use does not seem to spend very much of its energies on the helping aspects of supervision. Beyond making suggestions for improvement and sending the supervisor (with approximately 200 teachers for whom each is responsible) in as a trouble shooter when problems occur, the system seems to spend most of its time documenting its evaluation. The superintendent's own 10-15 minute drop-in visits set the model for this monitoring behavior. Principals who were superbly trained and very skilled in clear communication may be able to be seen as helping even above the noise of the evaluation system. The numbers of evaluation (one or two per year) and the numbers of drop-in inspection visits possible in this system make it unlikely that teachers will perceive themselves getting significant help although certainly the goals of the

system as expressed by the individual principal and the superintendent should be clear. Yet even here, with the long list of district goals (25 in 1982/83) it would seem difficult for any members of either the administrative or teaching team to know the real priorities. Unless the assistant superintendent and superintendent are very clear and consistent it would be easy for differing principals and their staffs to be focusing on entirely different priorities.

On the other hand, this superintendent's energy and high visibility and personal intervention in every crisis and classroom may give a degree of coherence to the district that overcomes the weaknesses in the system. Certainly the focus of the superintendent on curriculum and teaching appears to be a message that is communicated by the structures and organization the superintendent establishes. The superintendent is in charge and as long as he maintains the energy level and personal monitoring of each administrator, the system seems to be communicating its intents in spite of the inconsistencies between the rhetoric of the system and its real procedures.

DISTRICT III

This district's population is approximately 1,300 students. The population is distributed between 2 buildings. The elementary building consists of students, kindergarten through sixth grade. The secondary building consists of grades 7 through 12. The professional staff consists of 74 teachers and 6 administrators including the superintendent. Although this is a relatively small district, its geography and economic dispersion is wide. It could be characterized as a "suburbanite," semi-rural district." Both suburban (blue/white collar) and rural (farming families) interests are reflected in the school's population.

The district's administrative organization consists of the superintendent, administrative assistant to the superintendent, business coordinator, elementary school principal, junior high principal, and senior high principal. These 5 administrators report to the superintendent, who, in turn, reports to the School Board.

The supervisory duties of these administrators are as follows:

superintendent--all personnel serving assigned schools;
administrative assistant--elementary teaching staff, elementary students, food service director, maintenance and custodial personnel, special education services, other professional staff as assigned by superintendent;
business coordinator--bus drivers, professional and non-professional Federal program staff;
elementary school principal--all personnel in assigned school;
junior high principal--all personnel in assigned school;
senior high principal--all personnel in assigned school

The administrators are evaluated using a management by objective structure in which the superintendent "helps" each administrator write goals for the year. These goals are related to the superintendent's objectives for the year. These goals are above and beyond the role responsibilities outlined in their job descriptions. As part of the superintendent's objectives for the 1981/82 school year, he indicated that he would meet "periodically with each administrator to determine progress of achievement of objectives . . . at least 3 times a year." Each administrator, apart from the superintendent, is arbitrarily responsible for 6 observations-evaluations of subordinates per month. Upon their completion, these observations-evaluations are reported to the superintendent.

The administrators utilize a standard checklist to evaluate the performance of the professional teaching staff. An individual receives a check mark for "satisfactory", an X for "needs improvement", and an "O" for "does not apply." Any "needs improvement" rating requires additional comments by the evaluating administrator. A post-observation conference is held with the individual in which the observation is discussed and both parties sign the form.

The specifics of the instruments address the lesson, physical condition, environment, management, and teaching characteristics. The headings of Physical Condition and Environment possess no delimiting characteristics. Conversely, the heading "Lesson" is broken down to the categories of introduction, motivation, organization (plan), methods of instruction, student involvement, review, evaluation, and introduction of next lesson. These, in turn, are broken down into the rated

sub-categories. These sub-categories consist of items such as: achieves rapport, states purpose, effective development, homework (purpose stated), conclusions drawn, and effectiveness. The category of management is broken down into rated sub-categories such as: classroom routine, efficient use of time, and classroom organization. The "Teacher" category is parceled into the following items: enthusiasm, appearance, attitude, judgment, and speech.

According to the superintendent "We try to see each non-tenured teacher four times a year and each tenured teacher once a semester or two times a year." The superintendent and the administrative assistant "do it (observe teachers) as they feel there is a need . . . after dealing with the principals . . . the superintendent and administrative assistant really work with the teachers the principals feel are problems or going to be problems." This apparent focus on problematic individuals was emphasized in the following statement: "The majority of the hierarchy . . . as far as supervision is really with the problem teacher."

In examining the evaluation form, it is noted that the sub-categories are broad and lack specific criteria for evaluation. The evaluation reportedly occurs two to four times a year. The nature of the evaluation has a negative focus as described by the superintendent. The form, itself, is negatively loaded in that only "needs improvement" scores require clarification. The superintendent indicated that no distinction was made between supervision and evaluation. This suggests that supervision is a type of remediation activity.

The superintendent indicated that "In our staff meetings we spend an awful lot of time discussing the supervision of our professional staff." This suggests that there is a focus on the observation/evaluation of professionals. He indicated that his approach to supervision was guided by his "grass roots experience" and "good meaningful discussion" rather than any theoretical assumptions.

The method of norm sharing by the superintendent is characterized by example and informal role modeling (i.e., "the superintendent will review a recent observation that he has done . . ."). As part of this review his (superintendent) "approach to" and the "reaction of the teacher" is examined. Through this process, the administrators "see how I react to certain situations and the outcome of my reaction to the situation." "There's no structured way we do it" (share norms).

In analyzing this process, it appears that the chief executive (superintendent) has no clearly defined way in which to share his norms. Moreover, the evaluation/supervision process is problem oriented with a tendency to focus on the perceived, (lacking specific criteria), deficiencies of the teacher. Administrators look for "what's wrong" and apparently utilize their own interpretation of what the superintendent believes constitutes poor teaching. This type of orientation could lead to confusion, on the part of administrators and teachers, about what is to be evaluated.

Supervision is not separated from evaluation. The superintendent's definition is "to evaluate and critique the performance of my professional staff." He went on to state, "They really kind of run together the way

we do it." Supervision occurs as a result of perceived deficiencies in role performance and is presumably focused on remediation. The knowledge base which guides this process is "academic training" and "practical experience." Inservice programs and consultants also assist the district in refining their supervisory process. The superintendent indicated that they (the administrators) are in the process of refining the checklist instrument and are attempting to "get more and more into a narrative type thing." Currently, the superintendent is comforable with the supervisory/evaluative process. He stated that "I'm happy with the way my people observe . . . the frequency of their observations and evaluations . . .". Consequently, he felt that the only change he would make at this time would be "to give them the best tool to do it (observe/evaluate) with." The revision of the checklist instrument is performed at administrative staff meetings. The teacher's involvement begins "when we feel we have something workable." At this point "we will work with a committee of teachers to get their reactions." This suggests that the teachers will have input after the foundation of the instrument is established.

The supervisory/evaluative process of administrators appears to allow more choices in the establishment and evaluation of performance goals. Respective administrators "sit down and work those (administrative objectives) out themselves." At this point they meet with the superintendent and establish "a contract or agreement that that's what they will work on for the year." These goals have a time table. At their yearly evaluation the administrators have an opportunity to discuss or give

rationale as to why or why not certain goals have been achieved. Staff meetings also serve to generate a "sharing of ideas" by administrators. These meetings are "a time . . . to sit down and relax . . . to interact . . . and find out some things that each of us are doing . . . that may be someone else might "want to try." This type of situation allows for an implicit communication of the superintendent's norms and values.

In comparing the supervision/evaluation process of administrators and teachers, several incongruencies surface which speak to underlying assumptions about each group. Administrators have, within the general parameter of the superintendent's objectives, the freedom to work out goals which relate to these objectives. They also have, within this structure, control over the evaluative criteria. Conversely, teachers have input into their evaluation only after the framework of "what is to be evaluated" has been determined. The teachers are also evaluated against criteria which are subject to individual interpretations. It would appear that the administrators are considered as capable of making use of resources toward completion of goals, capable of determining priorities, capable of dealing with interviewing variables and determining progress. In general, they appear to enjoy a certain degree of autonomy in meeting organizational goals. Conversely, teachers appear to be considered as requiring direction, monitoring and evaluation relative to organizational goals. Assumptions regarding teachers appear to include a belief that they are not capable of managing resources, are not capable of determining goals, are not capable of developing evaluative criteria regarding their performance and require monitoring

so as to perform their jobs properly. They are not assumed to be capable of achieving organizational goals without an "evaluate and critique" interface by administration. In this sense, supervision/evaluation is utilized so that teachers conform to a personalized view of "good" teaching and are guided toward this image by administrative supervision.

Supervision is seen to produce long-term effects by "rating people to the point of getting them out of the education field." The superintendent communicated that although, in his 11 years, this elimination occurred to 2 to 4 teachers and only after he "personally worked with (them) very hard" it is a negative approach. However, he saw this approach as "positively helping your teaching staff because the rest of the staff sees that if there is room to improve or ways to improve that they had better do it." This same underlying press seems to be present in dealings with his administrators. In discussing his motivators, the superintendent stated that he was fortunate in that he did not need them. Instead, he said "I think it's (supervision) an ongoing process here and my people know it's an ongoing process so consequently they're always aware that they need to be thinking of increasing their productivity as far as supervision goes." He went on to indicate that this issue was dealt "with so much at the staff meetings and individual conferences with me." The administrators are then "constantly aware of" this press. Since my monetary increases

are directly related to their "productivity", the administrators could view this press with some considerable attention. In light of the above, supervision may be viewed as a vehicle by which remunerative and coercive power is exercised.

Analysis

Supervision/evaluation, in this district, serves to effect a degree of attention on both the administrators and professional staff to perform up to expectancies. What appears to be an orientation on the problematic extends outward and creates a situation which may only be expressed as reactive planning. In the absence of clear criteria for evaluation, individuals are left to perform trial and error interpretations of perceptable criteria. Although the administrators appear to have more control over this process, their "productivity" is tied into evaluating others with nebulous criteria. Consequently, a climate of uncertainty and subsequent drive to reduce threats to personal and professional security is established. Cunningham (1982) indicates that a system which is directed toward maintaining survival is unable to engage in growth. Its resources are directed toward survival activities in order to maintain integrity. "Such organizations try to maintain the status-quo since the planning process does not provide the stability for innovation and adjustment"(p.7).

This district does not differentiate between supervision and evaluation. This situation, due to a lack of clear criteria, leads to a focus on problem behaviors as perceived by the evaluator. Supervision leads to suggestions for improvement against rather fluid criteria in a negative atmosphere. Things considered positive receive

less attention than those of a negative nature. This appears to lead to a tendency on the part of individuals to concentrate on "what is wrong" rather than "what is right." Subsequently, individuals are caught in a series of activities which serve to construct protection plans as they attempt to measure up to uncertain criteria. This need to protect integrity appears related to the use of coercive/remunerative power. The system appears to rely on reactive planning and its use of supervision/evaluation serves to reflect this orientation.

DISTRICT IV

This district typical of many in the area also has a declining enrollment so teacher reduction in force is an issue underlying supervision and evaluation. The district was, until a few decades ago, largely farms bordering on a large county park. There are a few of these farms left, with visible remnants of some others. Most, however, have been turned into housing developments or shopping centers. This district represents the suburban dream, a house, a yard, a fruit tree and a garden with a school system of which most are proud. Most families are a little older now and the birth rate has dropped. It is also expensive for those just starting families to begin there. There is little empty space and not much room for large new developments. The 6,000 students are housed mostly in modern buildings, the older smaller buildings which predated the period of rapid growth are being shut or recycled to other uses. The campus style high school was one of those built in an expansive flush of optimism and looks impressive but underneath the construction, like many post-war buildings, was not enduring. Much reconstruction has been necessary. One of the older buildings was closed to students and converted into office space and a curriculum center for the supervisory staff and teachers. A separate administration office building was built a decade or so ago in the middle MacDonald's

style of architecture. In addition to the senior high school, there is (for at least one more year) a ninth grade building, two 6-8 middle schools, and seven buildings with K-5 elementary school students in them.

Administratively the superintendent has an associate superintendent, a supervisor of curriculum K-12, and seven full-time subject area supervisors. There is also a director of personnel, a director of special services, a director of communications, and an assistant director of personnel. The principals number 11; there are a vice-principal and 2 assistant principals at the high school, 1 assistant principal at the ninth grade building, and 1 each assistant principal at the middle schools. Each of the subject areas supervisors has K-12 responsibility for curriculum, program, supervision and evaluation.

This superintendent has very clearly merged the functions of supervision and evaluation. He knows the traditional academic definitions of each, but feels that these no longer apply. He believes that with mostly experienced teachers, almost all of whom have tenure, certification and seniority, "we simply are not going to terminate any significant number. That is, we are no longer making evaluative judgments that have any impact. We're into supervision, . . . helping an instructor improve. Both principals and supervisors do rating and supervision. There is no formal difference." The supervisors are on administrative pay scales and evaluation for raises. He also believes that almost all the things he does are somehow related to supervision. "The way you live becomes a model that people look at."

This superintendent has had at least two formal doctoral level courses in supervision, just recently has had an executive academy week long training session on supervision, and attends and participates in inservice training related to supervision. All this training and experience has helped this superintendent reach the conclusion that there is a need for full-time K-12 supervisory people who will articulate the whole curriculum and instructional program so it adds to a coherent whole. He feels that the supervisory people must be administrative people with some power to be effective. This supervisor is the one responsible to see that the curriculum as written is followed. Consistent with his beliefs about the role, this superintendent insists that each evaluation contain what he calls improvables. He is looking to these recommendations for improvement as stimuli for growth. But he expects these recommendations to be things that are likely--possible. They should not be attempts to build a case or to demonstrate that the teacher is bad . . . they are supposed to be positive suggestions for further growth--things which seem achievable and important to teachers. These should deliberately be written in language that will allow teachers to accept and want to work on the improvements.

This superintendent believes that the only real way teachers will come to grips with their weaknesses is to identify them themselves. Then the job of his supervisors is to provide training in the areas identified. The first and most necessary step in this improvement process he believes is to build a complete set of curriculum guidelines and instructional expectations. Then the supervisors must carry the

message that this content and process is what is to be taught. He gave an example of a new science program at the elementary level. Many of the teachers who have little knowledge of science have been dodging teaching this program. He believes the supervisors' job is to then provide the help necessary until the teacher is comfortable with and actually teaching the science program.

At the same time, this superintendent believes that no curriculum or program should originate at the top of the system. It is all a grass-roots development. "Teachers build it, they'll make it work." This superintendent perceived that he has moved his Board of Directors from the position that they had the authority, and should therefore decide on program, to one of joint teacher, federation, administrative decision making on all curriculum change. He perceives the Board as being very pleased with the results of this kind of planning, and that the teachers' attitude has changed so much that now the union gives support when individual teachers choose not to implement or go along with these curriculum decisions.

More than anything else this superintendent believes that serious goal achievement in the school district results from motivated staff trying to move in the same direction with him. The supervisors are the communicators who carry the messages that allow the results to be visible. These messages must move both ways. Supervisors must be receptive, understanding teachers of teachers. It's human relations based on trust of each other's motives. "Many of our teachers are not terribly well-educated, and we as a district must continually provide

that education in an ongoing supportive way. The teachers are what we have. The system produced the teachers and their incapacities. Instead of trying to produce a hard-nosed supervision system, let's trust people and move forward together. It takes a while for a system like that to develop. Basically, I think educators are underpaid and overdedicated. I am in awe of people like that. I try to find ways of letting them know that."

The formal structures for supervision this superintendent has established meet state requirements for evaluation, but he perceives most of his energy and that of his system is focused on the supervisory aspects he believes in.

Each administrator-supervisor produces by 30, June of each year an individual job-based set of goals tied to what is called a productivity model. Based on a long list of Board objectives (50-55) developed by the superintendent, and the administrative staff, then passed by the Board, this management by objectives scheme asks for individual goals in each of four areas; personal commitment, professional development, managerial effectiveness, and instructional leadership. Personal commitment has categories of system imposed meetings outside regular office times, self-imposed time--community service, recognition for public office or special service--maximum 15 points. Professional development includes degrees, courses taken, professional involvements, professional contributions, workshops attended--maximum 10 points. Managerial effectiveness (40 points maximum for supervisors, 50 points maximum for principals) for meeting individual goals, rating score by

supervisor, meeting deadlines, etc. Instructional leadership (35 points maximum for supervisors, 25 points maximum for principals); in this category the administrator receives points for completing the required number of observations, holding teacher conferences, student conferences, parent conferences, and curriculum committees held. The specific objectives rationale and evaluation procedures are specified in an agreement between an administrator and his "supervisor." Written job descriptions in addition to the district yearly goal list help administrators choose areas of concentration for their efforts. The salary index for each administrator is figured directly from this accumulation of points awarded on the basis of the productivity--merit pay model categories. Any administrator must get above a minimum of 40 points to get any raise at all. (S)He must get in the 66-70 range to get the same percentage raise as teachers. (S)He must get in the 96-100 point range to get a raise 1.5 times percent as large as the average percent teacher increase. There are no negative increments. Each supervisor-administrator meets quarterly with his administrator-supervisor to conduct a review conference against the goals set. The superintendent encourages his administrator-supervisor team to pick many goals but doesn't expect 100 percent goal achievement on them. He feels 70 percent achievement is an expected norm.

Teachers are evaluated against the curriculum goals and expected teaching methodologies using a derivative of the state rating system. All teachers are evaluated using the same instrument. Tenured teachers are rated a minimum of two times per year, non-tenured teachers four times

per year. The superintendent perceives that his principals and supervisors are in the classrooms monitoring and checking much more often than that. But he wants to be sure that the teacher doesn't feel harrassed by evaluators. In the elementary schools, a given teacher would theoretically see 6 different subject area supervisors plus a principal each year. In fact, the supervisors have offices in the same building, and talk to one another so they don't actually trip over each other in a teacher's room. In the perception of the superintendent the teachers see the supervisors as helping persons, and this number of visits is not a problem to them.

Besides rating visits, the K-12 supervisors are expected to monitor curriculum implementation, give demonstration lessons, assist teachers in diagnosis using test data, help the teachers make referrals, bring materials, take over an occasional class, get the teacher some released time to prepare new units or get special materials together.

This superintendent keeps a permanent sub-pool of 16 laid off teachers from the district. These teachers are used to release teachers for inservice, materials preparation, or new skills learning. This pool is a way to keep tenured teachers from being lost by the district when they have been laid off due to decline in enrollment. Some of this sub-pool are English teachers who teach the regular teachers' classes while the regular teachers are correcting compositions or working with special students.

All curriculum changes and implementations are planned by teacher committees presumably using some of that sub-pool time.

The superintendent perceives many positive effects from this supervisory system he has instituted. He perceives that 3 years ago the district was badly divided into camps. The Board was trying to exercise its authority and insist on its full legal prerogative. It was trying to document and perhaps scapegoat teachers. Teachers were into a long bitter strike and feeling angry. They had low morale and were developing a strong union mentality of only doing what the contract specified and grieving any other expectations. Administrators were caught in the middle and not sure whether to be hard-nosed supporters of the Board or mediators trying to ameliorate the anger of their teachers. Now he sees the district pulling together healing some of those wounds. Their morale is higher. He perceives that in the last 2 years they have made tremendous gains in following the curriculum from 70 percent to 85-90 percent. He also believes that there are many other districts nearby where 50 percent following the curriculum is a more accurate figure. The district, he also perceives, is beginning to use the testing programs as a feedback mechanism--both norm referenced and criterion referenced tests, to identify areas for curriculum development. He even perceives that the union is now a very effective force in assisting those teachers not following the curriculum, or being productive, to get involved and become productive. As a result, the superintendent perceives that the next negotiation period will be a

much calmer time with a greater reservoir of trust on both sides. He also hopes to improve the understanding within the Board of the underlying assumptions in this supervision system. He perceives that it may be time now to raise some more fundamental curriculum questions. He'd like to get increasing involvement of students and parents in all levels of decision making.

Analysis

This superintendent seems to have a very clear idea of his district being a mature one which needs to take advantage of teachers' needs to identify and commit to their own self-development. He has deliberately blurred the distinctions between supervision and evaluation because he does not believe they are real. He involves the teachers in all curriculum change efforts and expects his supervisory team to help teachers who are having trouble implementing all curriculum projects or units.

Yet, his supervision system is clearly evaluative in nature. With teachers there seems to be little coherent connection between data-based productivity and the categories being evaluated on the rating scale. There are no individual goals or goal agreements drawn up between teachers and their supervisors-evaluators. The system is driven by the rating form, not by individual needs specifically related to district goals. Having a system which produces 50-55 yearly goals for the district is almost like having no clear district goals at all. Too many goals means a great diversity of effort in many directions--risking cancellation of total effort or direction.

The administrators' evaluative system is clearly a rating system which may encourage much game playing--point accumulation for pay increase at the expense of concentrated coordinated efforts by an administrative team all trying to achieve coordinated goals. Why it makes sense to treat administrative-supervisory officers as individuals who need to set individual goals and to treat teachers as members of a group--all alike, is not clear.

Further, even though this district is on the high end of the number of supervisory-evaluative contacts in this study it is unlikely that teachers will make significant growth in any direction with 2-10 formal contacts per year with supervisory officers. This is especially true when there is no emphasis on the contacts all moving in similar directions. There is no formal base of a data-driven feedback system which begins with student learning data. Logic between the energy used by supervisory officers and goal outcomes of students is inconsistent. This superintendent's supervisory systems assumptions appear very clear and consistent. The system designed to support these assumptions seems inconsistent and ultimately lower in effectiveness than could be with the use of the resources committed to the process.

DISTRICT V

This district is composed of 3,200 students in 9 buildings. There is 1 high school (grades 9-12) and 1 middle school (grades 7-8). Three buildings serve kindergarten to third and 2 buildings serve grades kindergarten to 6. Two buildings serve grades 4 to 6. The professional staff consists of approximately 273 teachers including 7 counselors. Administrative staff consists of superintendent, assistant superintendent, director of business/transportation, director of elementary education, director of secondary education, director of pupil personnel, high school principal, 2 assistant high school principals, middle school principal, assistant middle school principal, elementary school principal, psychologist, coordinator of physical education/athletics, and supervisor of buildings and grounds.

Administrators are responsible for developing their job descriptions. These job descriptions have been reviewed and revised 3 times since 1976. From this description, they identify the 10 most important areas (Key Result Areas) and establish performance criteria. These KRA's are developed under the tutelage of the assistant superintendent, whose KRA's are approved by the superintendent.

Review and revision of KRA's occurs in 3 meetings held at the beginning, middle, and end of the school year: between the assistant superintendent and the respective administrator. The end-of-the-year conference provides a forum for evaluation. The administrator is

responsible for documenting accomplishment of objectives. It is in the first meeting that the administrator and assistant superintendent establish what is meant by "expected effort." Each KRA is assigned a value from 0 (unacceptable) to 6 (outstanding). An average is taken from all KRA's and rounded to the nearest number in order to determine the administrator's eligibility for merit pay increase. Only ratings of "above average" or better are eligible for such a raise. The superintendent may also recommend to the Board an adjustment in salary regarding any administrator for the following reasons: change in responsibilities, inequity within the plan, additional merit, promotional adjustment, and factors which the superintendent believes are appropriate.

The superintendent defined supervision as "what we do to control or influence organizational behavior." He took time to specify that one may "only control to some degree" and that basically one is attempting to influence individuals. This definition alludes to a recognition of the dynamics inherent in human resource development.

Administrative salary adjustments are reserved for individuals who "go beyond what was expected." So that respective administrators may receive a salary adjustment "it's in the best interest not to list in those performance standards, standards that are already beyond what is expected." Because "if he does then he can't go beyond them, he's just achieved what he said he would." Thus, the administrator "doesn't promise too much, he just promises what it takes to get the job done." This suggests that there is an implicit understanding among administrators that "average" is a fluid concept that exists within the parameter of

"getting the job done." These parameters, in part, are guided by a historic perspective of what was accomplished in the past and the efforts/activities it took to meet KRA's. Salary adjustments are contingent upon progress beyond expectancies. It would appear that each administrator is reasonably assured of a salary adjustment provided (s)he demonstrates performance beyond interpreted "average" effort. The superintendent appeared aware of the gaming aspects of this system and appeared to accept the activity. The rationale for this acceptance appears to stem from the knowledge that "in today's economy no salary increase is like having your salary cut." Another factor appears to lie in the belief that the "organization is quite clear and specific about what is expected within each administrator's job description." These beliefs seem to reflect a concern for the individuals in the system coupled with an assurance that the "system" possesses safeguards concerning expectancies.

A review of various KRA's and performance standards does not clearly support the contention that the organization is specific regarding performance criteria. For example, the high school principal is responsible for observation and evaluation of teachers in the English and social studies departments (KRA). Performance criteria include: "sufficient data has been collected to provide meaningful conferences", and "written summary of the conference contains mutual goal setting, and specific suggestions are listed to improve instruction." Although these performance criteria outline general activities or products, delimitation of key aspects are absent in the criteria. Questions such as: what is

"sufficient data?" or are the "specific suggestions" for improvement related to the "mutual goals?" are not addressed. A review of all respective KRA's regarding the administrative staff reveals that similar questions could be raised. In raising these questions the "clarity" of the criterion is in doubt. Evidently, the staff believes these are measurable enough for adequate evaluation, which may relate to the fluidity of "average" performance. However, the criteria are in fact nebulous. The system, as described by the superintendent has a humanistic orientation which would not purposely attack one of its members nor would one of the members attack the system. However, the absence of measurable criteria does add an element of subjectivity in interpretation of performance standards and could lead to activities which are only loosely connected to organizational goals.

Observation-evaluation of the professional staff occurs two times a year for tenured teachers. Non-tenured teachers are observed-evaluated a minimum of five times the first year and three times the second year. The principal is responsible for the evaluation and may call on the Director of Elementary or Secondary for assistance "if needed." This may suggest that additional administrative supports are available in problematic situations between principal and teacher. The appearance of the director may also signal to the teacher that (s)he is in trouble. Although the state rating form is utilized for a numerical rating, the superintendent indicated that a committee of teachers and administrators had developed an observation form and criteria (in writing) against which the teacher is evaluated. Ultimately the teacher receives either a satisfactory or unsatisfactory rating.

Procedurally, the process is conducted through an observation which attempts to record "what took place while the observer is present." This anecdotal record is to contain "no value judgments." This appears to be an attempt at maintaining objectivity concomitant with measurable criteria. Examples of the criteria are as follows; category "Personal Characteristics" #2, "displays a sense of enthusiasm about the subject and generates this positive feeling in the students" or category "Techniques" #17, "demonstrates the ability to give clear, concise instructions that are easily understood by students, appropriate for their grade level and the needs of each student." The lack of specificity and clarity in these criteria calls attention to the need to identify ways in which to measure a "sense of enthusiasm" or instructions that are "easily understood by students." Prior to the measuring, a clear definition of terms is necessary. Again an element of subjectivity confounds the "measurability" of the criteria. All criteria examined were open to the same criticism.

This anecdotal record is then given to the teacher "at least one day before the post-observation conference." Both the teacher and administrator are to independently evaluate the record utilizing the teacher evaluative criteria. It is recognized that not all the criteria may be observed. Nonetheless, the "teacher and/or the observer" should be prepared to present evidence of "how the teacher is doing in those areas." The teacher is to come to the conference with two or three items that (s)he plans to suggest as areas for "mutual goal setting." Goals may be in areas of strength or weakness. The conference should culminate

with the teacher and observer agreeing on two or three items that the teacher will try to improve as a result of the conference. Subsequent observations "should always be preceded with the observer reviewing goals set at the previous conference." The conference should then deal with how well the teacher succeeded in achieving the goals set earlier as well as setting new goals. There was no indication in the written documents or during the interview, that these goals were to relate to organizational or curriculum goals nor was there any evidence of a systematic way in which to determine the appropriateness of given goals.

Any rating less than 20 in each of the 4 major categories requires documentation on the part of the observer. The superintendent indicated that all teachers receive a score of 80 or 20 in each major category. All teachers are assumed to be satisfactory and the score of 80 represents satisfactory performance. He indicated that this approach "eliminated a lot of competitiveness" and relieved the tension involved in the evaluation so that the emphasis is on supervision. He did indicate that even if an outstanding lesson is observed, instructional improvement is addressed at the conference.

Supervision is utilized in a two-fold manner. The superintendent indicated that for teachers, supervision is utilized not only to assist in the remediation of perceived deficits in teaching but also "to enhance instruction." For administrators, supervision is utilized "by exception." Apparently the superintendent believes that "since the organization is quite clear and specific about what is expected in each administrator's

job description", supervision is required when (s)he departs from what is expected. Examples offered by the superintendent included; "situations where they need assistance," "where it's clear they've made a mistake," or "in an area where they are going to get into trouble." The superintendent emphasized the fact that individuals requiring supervision may not be responsible for the situation (e.g., "a helping hand because of pressures from unrealistic parents"). Although supervision appears to occur for situations perceived as having problems and/or needing assistance-improvement, supervisees appear to be assumed as essentially competent. Teachers receive "supervision" to remediate deficits and to enhance acceptable instruction. Administrators receive "supervision by exception" and apparently only for problematic situations. This suggests that a higher degree of autonomy and competence is "expected" from administrators as opposed to levels expected from teachers.

The superintendent communicates with his staff at monthly meetings. Additional meetings are held "if we get involved in new programs that have to be articulated, planning for inservice activities, and things like that." These meetings serve to solve problems, disseminate information and plan courses of action. The superintendent also utilizes what he deems "a direct line" to the professional staff. This "direct line" is a written communication from the superintendent in which he articulates Board actions, clarifies contract issues, and informs the staff of his position regarding certain current issues. This "direct line" activity, his past method of response and the monthly meetings, serve as vehicles through which he communicates his norms and

expectancies. He indicated that helping people to be successful was "a significant responsibility." His past performance, monthly staff meetings, and use of the "direct line" were identified as ways in which he contributed to the success of the staff. In this way, it is believed, that the staff experiences "no surprises" and has clarity concerning projected district activities and/or directions.

Long-term effects stemming from supervision were identified as a pride in the educational process, caring for individuals, and increased confidence in one's individual performance. The superintendent was careful to preface his perceptions with a reluctance to assume credit for the district's progress due to the perceived "self-ingratiating" aspects. However, he did express a pride in district progress. Another long-term effect "was the shaping of the School Board." The School Board was generally described as "open minded" and "enlightened." He went on to indicate that the Board had a positive attitude, "a we can do whatever we want kind of attitude."

He stated that he would like to see "peer supervision" utilized in the district as part of his considered change in supervision. Accordingly, exceptional teachers would be able to supervise other teachers through example. Supervision would be accomplished by the individual teaching and the visitor learning through observation. However, he was not optimistic that this technique would be accepted since "there is a sanctity to the classroom." He believed that the teachers would feel as though their privacy had been invaded. Although he did not

agree with this position, he indicated an understanding of it since he had experienced similar feelings as a teacher and principal. The impression was one of resignation due to a lack of viable solutions.

In concluding his remarks, the superintendent would like to see a more open attitude on the part of teachers and administrators regarding evaluation of performance by respective supervisees. He stated that those who have gained feedback from their supervisees regarding their own performance resulted in learning which helped each become more effective. However, he was cognizant of a general reluctance "to expose oneself to that kind of evaluation by people (s)he supervises."

Analysis

The knowledge base and assumptions which were articulated by the superintendent appeared to emphasize human relations. He indicated that his initial training during the 1950's stressed observation and evaluation. However, his "practical" experience and various conferences he has attended focused on "getting people to work together and move in the same direction." He indicated that this was accomplished either through specific instructions or by motivating individuals to try and do something different. The "how to motivate" was not specifically addressed by the superintendent. He assumes that individuals want to improve, have more fun doing something right, and experience more satisfaction in performing a better job. He believes that no one wants to commit errors. He stated that there is an excitement about dealing with challenges and he attempts to communicate this feeling to his staff; presumably to activate motivation.

This district utilizes supervision in situations which are problem centered and to enhance instruction. Thus, it would appear that an underlying assumption is that teachers require or benefit from continual improvement and require assistance to accomplish this improvement. Conversely, administrators appear to be expected to function independently and perform "expected" duties. An inference from this perspective indicates that administrators are to improve through incidental learning.

The superintendent's definition of supervision involves a control or influence in attaining organizational goals. The assumptions which guide this process are generally that people want to do a better job and that satisfaction comes from performing a good job. Structures which have developed to communicate this orientation are supervisory procedures which involve mutual goal setting, direct communication, and the establishment of criteria for evaluation. Although these described procedures highlight a concern for individuals, a collaborative approach to identifying "expected progress", and open communication for problem solving, no systematic approach for correlating organizational goals to individual goals or monitoring of progress relative to each was evident. The system appears to possess a positive orientation to individuals but no reliable way in which to monitor its own progress.

DISTRICT VI

This district is composed of approximately 6,500 students served in 10 buildings. Seven of the buildings house students kindergarten to sixth grade. Two buildings serve students in seventh to eighth grades (junior high school) and the high school serves grades 9 to 12. The professional teaching staff consists of approximately 416 individuals. The administrative staff is composed of 10 principals, superintendent, director of instructional services, director of personnel services, director of business services, director of auxiliary services, physical plant manager, elementary curriculum coordinator, secondary curriculum coordinator, director of pupil personnel services, and communications coordinator.

The community is essentially upper middle class and is politically active. Citizens are concerned with community development and activities. The school system is a source of pride and concern for the community. Consequently, the School Board is sensitive to community demands and expectations.

The superintendent defined supervision as possessing "5 different directions" which are as follows; 1) provides the supervisor with the opportunity to be involved with instruction relative to observing and offering suggestions for improvement, 2) to observe where the curriculum is being implemented, 3) the opportunity to manage, assess, and revise programs, 4) obtain data which illustrate the effectiveness of inservice

programs, and 5) conduct formative and summative evaluations. He indicated that he did not perceive supervision as "an end-of-the-year summary" but rather as a continuous process which affects "several segments of whatever makes up the major part of the administrator's responsibility."

The superintendent indicated that there is a separation between supervision and evaluation. Tenured professional staff is evaluated once a year and non-tenured staff twice a year. The responsibility for the evaluation rests with the principal who is perceived as "the instructional meter dealing with all phases of the supervisory process." Various principals can "team" with either the elementary or secondary curriculum coordinator as the need arises. Because of the size of the high school the principal and secondary curriculum coordinator share the observation/evaluation duties. Nonetheless, the principal is responsible for the rating which is either satisfactory or unsatisfactory.

The rating instrument reflects qualities and skills on a continuum of performance. The major headings are the same as the state rating form but the measured characteristics offer a delimitation of the state subcategories. Examples of the categories and dimensions on this rating form are as follows:

I. Personal Qualities: efficiency: evading--systematic
II. Preparation: growth: satisfied with status quo--alert to new trends
III. Techniques: conducting activities: decisions and direction create anxiety and confusion--decisions expedite work.

This evaluation form is state approved and was developed by a committee of teachers and administrators. This evaluation tool represents an attempt to clarify the state rating form sub-categories. However, the measurable items reflect unclear and questionable criteria on which evaluation decisions are based.

The superintendent indicated that his professional staff is mature. Only one new staff contract has been offered in the last three years. Consequently, he stated that the "rating" aspects of supervision as they relate to "unsatisfactory" performance are of minimal concern. He feels comfortable with the historic performance of the professional staff. His primary concern is that without an "influx of new blood" the staff is in danger of becoming "old and stale." A new "staff development" position has been created to address this perceived need. This individual will be responsible for working with teachers and administrators to develop appropriate inservices to refine present and develop new teacher skills. The "needs" will be identified by administrators and teacher surveys.

According to the superintendent, the leadership aspects of supervision are more important, in this district's case, than the evaluative aspects. He perceives the teacher expectations of the supervisor as 1) performing frequent classroom visitations, 2) the supervisor possesses expertise in the field and is credible, 3) avoids "heavy hands" power position approach, and 4) suggestions are based on sound principles of education and are supported by research. This last expectation stems from the perception that the teachers believe their functioning is also

based on sound educational principles. Subsequently the supervisor is perceived by the superintendent as one who "pulls together gently", a team that works on common goals.

These goals, in part, were identified as monitoring the teaching of the curriculum, building, state goal accomplishment and matching tests to curriculum. The superintendent also shares district goals with the teachers in the form of written communications which are posted on bulletin boards in the schools. Ideally, the superintendent feels that the greatest productivity occurs when individuals in the work force are given attention. This is accomplished when a supervisor indicates his/her expectancies and the individual identifies what (s)he wants to do. The end result is an establishment of mutual goals or agreement on a compromise approach to both expectancies and desires. In light of the frequency of required observations-evaluations by administrators, it is uncertain that the accomplishment of these goals can be achieved.

Administratively, the superintendent, in conjunction with the Board, identifies goals for the year which he will work toward. These goals are then shared with each administrator at an individual meeting. The administrator, in turn, identifies and modifies certain goals which relate to their job description. The process of goal selection by the administrator was not delimited by the superintendent. However, he did indicate that since the job description established the parameters, certain goals related more to one job than another. This modification of goals appears to represent an operational plan on the part of a given administrator. An example of this transition is as follows:

superintendent's goal, "community confidence"; administrator's goal, "to explain why we do what we must do." These administrative goals possess time lines, approaches, resources needed and evaluation of accomplishment.

The superintendent indicated that no merit pay system exists in the district. Administrators receive salary adjustments based on cost of living and what increment increase the teachers received. He pointed out that the administrators are highly paid in comparison to other districts and believed that this reflects a community appreciation of "a job well done." Consequently, the superintendent appeared comfortable indicating that there were no objective criteria to evaluate attainment of administrative goals and that evaluation was contingent upon a subjective agreement between the superintendent and administrator. It must be noted that the superintendent meets every Friday with his curriculum coordinator and once a month with the building principals. The superintendent's goals act as focus for these interactions. Presumably progress toward goals is examined.

Analysis

The superintendent believes that everyone wants to do a good job and also holds that accountability is of paramount import. This accountability seems focused on matching testing to curriculum and, in a more global sense, accomplishment of his goals and administrators' goals. He also maintains that individuals want to participate in deciding within what parameters they will function. His evaluation system does not seem to lend itself to a systematic way of monitoring organizational

or professional goal attainment due to its subjective qualities and infrequent implementation. Although he has continual contact with his administrator, the subjective characteristics of goal modification and evaluation may lead to problems in recognizing organizational goal accomplishment or identifying confounding factors affecting performance. He would like to see individuals, particularly teachers, involved in establishing evaluation criteria for themselves (e.g., "first grade teachers should be able to get together as a group and prove how well they have done as a group"). However, he felt that this would take time before people would feel comfortable enough to issue reports for self-evaluation.

In conclusion, this appears to be a system which has a positive regard for individuals as expressed through a confidence in performance and a belief in the individual motivation to do a good job. High pay and maintaining a standard of excellence appear to act as motivators towards future goal accomplishment. There appears to be a belief in participative management that allows for an individualization of organizational goals into the operational planning of administrative goals. Although routine meetings are a part of the monitoring process, no reliable method of assessing this translation of goals or progress was evident. There exists a basic belief that teachers are competent and do not necessarily require evaluation. However, the concern expressed by the superintendent regarding curricular implementation and appropriate testing is not likely to occur with once-a-year observations. Thus, no reliable or systematic way to monitor these

concerns exists. The idea that individuals are productive when they are paid attention to appears to relate to the administration rather than the teachers given the frequency of administrative meetings. This system appears to hold beliefs about people which accentuate the positive (e.g., competence, striving toward excellence) but may work against attainment of organizational goals. Its confidence in its own past performance appears to take for granted that once goals are shared, all members comprehend. A consequence of this particular system could lead to a disparity of interpretation between original organizational goals, administrative goals, and final classroom operations.

ANALYSIS AND INTERPRETATION OF THE CASE STUDY DATA

The analysis of the common themes in these data is an enormously complicated process. Our own biases about what we read in these responses keeps making us doubt whether the gestalts these cases create for us are in the data at all. Are we simply extracting these gestalts from our minds and then selecting the data to support them? We have tried to present our conclusions and inferences in this section while worrying about this issue. We have tried to make a straight forward presentation in our six cases as a way for you to test our accuracy of interpretation. Still there is inference making in those cases. With this caveat, we move to the analysis, organized by research question.

Question 1

What are school superintendent's definitions of supervision in schools?

When compared for general meaning, school superintendent's definition of supervision are very similar.

"Supervision is the procedures and interactions which monitor and shape professional's behavior toward some generally set programmatic goals and procedures in the areas of curriculum, instruction, and methodology for learning." There are greater and lesser degrees of directiveness among this group of superintendents about who sets the goals, but generally the superintendents believe they have an adequate vision of the true and the good. One of the six believes that these goals are best arrived at from the bottom up, but even he sets his goals for the district with little consultation with the bottom. The leaders' perceptions are that they are leading toward good goals and that most will agree with them about the goals.

All six superintendents believed supervision was the monitoring of the performance of the districts' professional's behavior against some higher level of expected performance which those professionals could achieve. Five of the six had a set of goals explicated towards which this evaluative aspect of supervision was directed. One superintendent had goals, but did not explicitly identify them. He did not present supervision as growth oriented. It was only to "correct deficiencies." There was considerable noise in all the definitions the superintendents gave. That is, they talked in such inexact terms that the real meanings were often obscured or confused. Questioning seemed only to add to the confusion as the definitions kept changing.

Question 2

What are school superintendent's knowledge and assumptions about supervision?

All of the superintendents interviewed indicated that they possessed both academic and practical experience regarding supervision. Academic experience ranged from several post-graduate courses, in obtaining their letter of eligibility, to as much as 18 post-graduate credit hours. The superintendents varied in their assessment of the usefulness of course work.

Four did not recall any specific content from those courses. One felt the emphasis taught was outdated. The sixth said clinical supervision was influential. All of the superintendents emphasized that their practical experience was responsible for the context in which they approached supervision. Practical experience shared by the superintendents included prior experience in lower administrative positions, workshops, training sessions, and inservice programs.

Common assumptions expressed by the superintendents included a belief that people require consistent feedback and direction from their leaders. They want to do a good job. Supervisees need to believe that their bosses care about them. They require a clear communication of expectancies from their leaders. All must work toward goals together. That individuals require monitoring in progress toward goals was an implication inherent in all six. Four of the superintendents indicated that they felt all individuals are essentially competent, work best within parameters they help establish, and are to be trusted. One

superintendent stated that individuals must understand their own styles and unique contributions to the group. The job of the supervisor, in this case, is to assist the individual in this process of discovery. One superintendent indicated that people require monitoring and need to know "what's wrong" in order to remediate deficiencies.

All agreed that it was important for them to communicate their norms and expectancies to their supervisees in order for progress to be made.

Question 3

What structures and organizations have superintendents created for supervision of their school districts' programs?

At first glance the organizational structures for supervision toward program goals seems to be quite different--one district of six has special subject area supervisors who vertically articulate K-12 grade curriculum and monitor its presentation. One district assigns the high school principal this K-12 role for all subject and program areas. Three districts have two persons in charge of curriculum, one for the elementary and one for the secondary. One district has no formal designate in charge of curriculum and instruction except the superintendent--who is, himself, very much out of touch with and untrained in major curriculum or instructional areas. However, only one superintendent used the idea of "I'm a curriculum person" to suggest that the superintendent's role was based on curriculum and instructional outcomes. The common pattern is an organizational-management focus which resulted in smoothly running accountability systems directed towards problem resolution.

All the organizational structures reported seemed to have as their focus monitoring--whether organizational members were behaving as expected and setting goals to become more effective.

The actual structures used with administrators and teachers in all six districts varied only slightly around common patterns. All administrators, in every district surveyed, individually negotiated yearly goals with the superintendent or an assistant to the superintendent. All administrative goals were derived in some way from an inexplicit and

uncoordinated mix of district or superintendent's goals, written job descriptions and individual self-selected goals. The list of district goals was usually long--one district had as many as 55 yearly goals. The job descriptions (written in 5 of the 6 districts and in process in the sixth) were usually long with between 15-25 job responsibility areas. These goal lists and descriptions allowed almost any area of interest the individual administrator had to be included in the yearly goals. Though informal contacts were reported, 2 meetings per year--1 to set the goals and 1 to review their accomplishments--were the norm. One district specified 2 other formal contacts and 1 district had 1 extra formal contact to review the yearly administrative goals. The norm for administrators to meet as a team was 1-2 meetings per month. These meetings were to share information, discuss problems, set short-term goals, share progress reports, and set timetables for completion of reports or data collection. Only 1 district reported regular meetings to share feedback from standardized measures of student achievement.

All administrators collected and analyzed their own data for their annual review meeting with the superintendent or designate. Usually the superintendent would give verbal feedback and follow that with some form (usually short) of written addendum to the administrator's own evaluation of effectiveness in meeting goals. In 5 of the 6 districts the size of raises was tied in some way to the degree of achievement of these agreed on goals.

Obviously with these systems as described, there is much room for "gaming" in fixing goal achievement. This seemed to be understood and accepted by the superintendent.

The teacher's supervision system--which was also mostly evaluative monitoring--was based on entirely different premises than the administrator's system. All teachers were evaluated against the same pre-established standardized evaluation form. In 5 of the 6 districts some modification of the state designed form was used as the basis for the yearly evaluation of all teachers. In the sixth district the state form was used as recommended. The modifications of the form were attempts by the districts concerned to operationally define the categories already on the form. None of the different evaluation forms used by any of the districts differed substantially from any of the others. In all the districts more than 95 percent of the evaluative ratings were either identically satisfactory or so near as to be the same. Each superintendent who had been in the district or knew of its records for a decade or more could name or would estimate the number of teachers evaluated "unsatisfactory" as fewer than 5. The evaluation form used looks at 4 areas: personality, preparation, technique, and pupil reaction. None of these evaluation/ supervision systems is based on a written job description. None of these evaluation/supervision systems is based on an explicit assumption or set of assumptions about an instructional model or on goal achievement established with individual or groups of teachers. Anathema to teacher groups and unchallenged by any superintendent is any supervision or evaluation based on goal achievement of students. There is no evaluation

or supervision of any district in our sample which is data driven. Districts evaluate and supervise teachers against the individual operational expectations of their immediate supervisors (usually the building principal). These are never directly linked to teacher effectiveness with specific content, type of student, or specific methodology or content examples used to teach the stated objectives. The teacher evaluation rating instrument is used unchanged from year-to-year, no matter the district's stated goals.

All districts have the same low number of formal teacher contacts in the "supervisory" system. For tenured teachers this number is 1-2 per year (stated, but probably not always fulfilled). For non-tenured teachers the number of formal visits is 2-5, or about double those of tenured faculty. One or 2 of the district's superintendents stated that the contacts were more frequent than the minimum. None of the superintendents want to appear to be harrassing their teachers by too frequent visits. Frequent visits send signals throughout the system that a given teacher is in trouble, or that administrators are building "cases" to threaten teachers. Finally, frequent supervisory-evaluative visits tend to increase intergroup antagonism and result in more formal grievances by teachers about the "supervisory" behavior.

The superintendents did all speak of their administrators-supervisors as having many short informal contacts (10-15 minutes) and of these contacts generally salutary effect on ensuring the increase in the percentages of the intended curriculum being taught. One superintendent met individually with all building principals to discuss each teacher's individual progress.

All districts have clear expectations that teachers will have a written lesson plan for every class, will file a copy where the appropriate administrator can inspect it, and are expected to be teaching what is on the lesson plan. For some districts the rationale for the lesson plan is stated as a backup for the substitute teacher in case of need.

Question 4

What are school superintendents' perceptions of the effects of supervision in their school district?

All of the superintendents appeared to believe that their particular school districts would benefit from their use of supervision. Three of the superintendents stated that increased curriculum implementation was one effect of supervision. Two more stated that increased professional competence, on the part of teachers and administrators, was an effect of supervisory practice. Increasing curriculum implementation and coordinating testing to curriculum was connected to supervisory practice. This coordination was also identified as a means to rate effectiveness of both professional staff and the districts by three of the superintendents.

Ancillary effects of supervision as stated by the superintendents were: increased accountability, increased trust between and among members, personal confidence in individual performance, upgrading of instructional-supervisory competencies, and increased ability to identify and marshall resources to accomplish goals.

GENERAL ANALYSIS

In analyzing the responses of the superintendents several inconsistencies emerge. All but one superintendent expressed their belief that humans were positive beings (e.g., all want to do a good job, are to be trusted, etc.). However, the systems' design allow only administrators to live this people oriented approach. Administrators are actively involved in establishing professional goals, judging and implementing evaluative criteria. They enjoy freedom in managing organizational resources in achieving the goals. Conversely, teachers are not involved in establishing their own goals relative to organizational goals. They receive a minimum of formal contact with administrators and generally have little input concerning the establishment of evaluative criteria or in deciding on the resources they may use to achieve goals.

In comparing the two groups, it would seem that administrators are perceived to be more competent in self-management. Inferences based on these data suggest that administrators are perceived as approachable, cooperative, and able to work as team members. The ability to derive benefit from incidental learning (e.g., "supervision by exception") or the absence of the need to systematically develop new skills within an organizational context also appear to apply to administrators. Teachers, on the other hand, appear to be perceived as less competent in self-management. Teachers were perceived to benefit from input

addressing problem situations and suggestions for enhancing instruction. Implicit in all the superintendents' responses about teachers was the sense that teachers resent supervisory interference in the classroom. This underlying sense of perceived resentment on the part of the teachers toward administrative input, in part, appears responsible for a reluctance to involve teachers in the same fashion as administrators. Thus, the number of formal contacts or opportunities for "team" work toward organizational goals is significantly less for teachers.

Teachers, for the most part and regardless of special skills, abilities or goals, are evaluated against the same criteria as any other teacher. There was no evidence to suggest that any of the professed district goals were operationalized into specific classroom behaviors. Although some of the districts expressed concern over curriculum implementation or matching testing to curriculum, none demonstrated a system which would allow for an accurate assessment of professed goal attainment. Indeed, the "sanctity of the classroom" in terms of what it is the teacher does was only carefully breached by one district formally and even this one did not include degree of curriculum implementation in its teacher evaluations.

In light of these dynamics, it is unlikely that any of the districts explored in this research will be able to effectively judge attainment of professed goals as they relate to final classroom operations. The individual administrative attainment of certain goals may be identified but how the organization judges the translation of organizational goals into classroom operations is unclear. If accountability or matching

tests to curriculum is important, infrequent contact with those directly involved and the absence of clear evaluative criteria hardly seems the way to achieve these goals.

Data from this research point to consistency between supervisory definitions and structures. All definitions included some degree of control or monitoring. Likewise all structures, however ineffective, involved a monitoring of some professed or implicit set of goals.

Consistencies were also evident between supervisory assumptions and perceived effects. The superintendents all agreed on these basic positive qualities of individuals and their response to consistent and positive feedback. Mainly, that individuals want to do a good job and respond productively to participative involvement. Perceived effects included increasing confidence and competence in professional endeavors and attainment of objectives. This connection follows logically from the assumption that if people naturally want to do a good job they will be internally motivated to achieve objectives.

What became increasingly more clear as we reviewed and analyzed the data was that the questions began to form into 2 groups. The first group consisted of research questions 1 and 3. The second group consisted of research questions 2 and 4. Answers to these 2 groups of questions appeared inconsistent with each other. For example, assumptions about supervision revealed that individuals want to do a good job, are capable of managing resources, enjoy helping to establish goals, and will be motivated toward achievement through

positive reinforcement (in terms of attention and trust). These assumptions appear inconsistent with the supervisor's definitions described in research question 1.

Among the identified effects of supervision were: accountability in terms of degree of curriculum implementation, increased instructional-supervisory leadership, and higher teacher-administrator morale. However, given the infrequent contacts between administrators and teachers, lack of specific evaluative criteria either for teachers or administrators and difficulties in identifying district priority goals, these effects appear inconsistent with the structures described in research question 4. Thus, it would seem that although the assumptions and effects of supervision are consistent they have no real connection to the correlated operational definitions and structures of supervision.

As researchers we wonder if the superintendents have implicitly accepted that they cannot do anything real to affect the system. Therefore, they have come to believe its "o.k.". This is psychologically akin to what is called reaction formation, an unconscious perseveration of the ego.

It appears that the superintendents believe their systems allow establishment of a monitoring and evaluation of organizational goals to increase organizational effectiveness. However, their belief from the past, that their district's people have done a good job and their belief that people will do a good job and work together is in conflict with their other expressed belief that participative management is good practice. This conflict appears most clearly in their failure

to establish participative management at the classroom level. No one of the districts provided a reliable way to assess the success of the organization in meeting its goals throughout the district (i.e., administrative levels to classroom operations). Yet, each district believes it measures its own success.

THEORETICAL ANALYSIS

Sofo's theory-based model of supervision suggests that six dimensions need to be attended to if the organization is to be effective in achieving its goals. We introduce these dimensions in order, review them and compare the actual organizations we found in our sample of six districts. We then estimate the theoretical effectiveness of the organizations--their probable degree of goal achievement. This analysis is not intended to evaluate the actual effectiveness of the organizations we are studying, we have no data to make that evaluation. We are using the data we do have to raise questions for further investigation.

1. Goals of the organization--order, economics, cultural

School goals are stated to be pre-eminently cultural, with economic and order goals in supportive roles. The superintendents of each of these school districts identified cultural goals as pre-eminent. The specific goals and their relative emphasis in each school district were not clear. The number of goals was often too large to provide any real focus. Some of the districts had no explicit goals. The lack of congruence between organization goals, role descriptions, individual goals, and those implied by the evaluation-rating instruments suggests that though most expressed goals were cultural, there is little likelihood of the school districts surveyed being effectively goal achieving. There exists the possibility that all these districts share

unstated but normatively powerful goals which the organization achieves at a high level. This possibility, not unlikely, would suggest that the real goals are closer to order and economic ones--all these schools do run on a balanced budget and keep order within their walls. There is some prima facie evidence of the resultant antagonism and alienative or calculative involvement by clients predicted by this theory in organizations run primarily for order or economic goals. Clearly these systems work but perhaps they work to achieve goals no one states, consciously.

2. Power used in the organization--coercive, remunerative, normative

Organizations with dominant cultural goals work best primarily when they use normative power with coercive and remunerative power in subsidiary goals.

The supervisory systems and structures described by the six superintendents for the teaching staff are based on economic goals. Evaluation based rating which affects job retention or the likelihood of promotion to higher levels of pay is clearly remunerative power even if the words and suggestions made are cloaked in terms of improvements in behavior. The unspoken threat (power) is that you do this, or appear to, or you will lose your job. The fact that almost never is this implied threat carried out only testifies that the system is probably resultantly even less effective in achieving the expressed normative goals. The system is unable even to be effective enough to tie its remunerative power use to either economic or cultural goals--teachers are not evaluated on the basis of their students' cultural goal achievement.

Perhaps, though, the hypothesized real order goals of the system are effectively reached. Teachers who can not keep order in their classrooms are those whom the school systems most clearly and quickly remove from teaching jobs.

Most members of the supervisory team in the school districts interviewed are clearly untrained in normative supervisory methods, and lack the specific cultural knowledge of curriculum and instruction which would allow normative power to be effective. Only one of the districts in this research was organized so that teachers had regular (though infrequent) contact with subject area specialists who had this knowledge.

Five of the six school superintendents interviewed based all or part of the economic raises recommended for their administrative team on their achievement of specific objectives, a management-by-objectives system. These systems are clear uses of remunerative power. On this dimension, also, none of the systems are using the power type theoretically recommended, normative power, as its first choice in attempting to achieve cultural goals. We would have to predict the relative ineffectiveness of these systems under study in achieving cultural goals.

3. Assumptions used in the system--X, X and Y, Y

Most of the formal structures for supervision-evaluation established by the superintendents in the six school districts are based on Theory X assumptions, at least those used with teachers. The assumptions used about administrators are a combination of Theory X and Theory Y. The

Theory X assumptions are most appropriate for achieving order goals. The combination of X and Y assumptions are most effective in achieving economic goals. The infrequency of contacts, checking on goal performance, in all the systems studied and the relative incongruence of the checks to the cultural goals suggests that these systems are very likely to be ineffective in their achievement of cultural goals. The hypothesis that the assumption mode may fit the "real" goals of schools, i.e., order and economic, is still a viable one. Certainly order and economic issues are ones which seem to receive the high attention from community, lay and administrative leaders of the schools.

4. Involvement of organizational members--alienative, calculative, moral

With alienative involvement the lower level workers tend to develop goals in opposition to those of the upper managers. With calculative involvement, the lower level workers tend to do that which they see as being actively reinforced, or to appear to be doing so. With moral involvement, the lower level workers believe in the goals of the organization and want to achieve the goals because they are <u>right</u>.

The supervisory systems described by the six superintendents are likely to produce either calculative or alienative involvement by teachers. Frequency of the monitoring and evaluations are directly proportioned to the predicted degree of alienation or calculation on the part of the teachers. The superintendent in our sample who expressed this idea best said, "We don't want to harrass our teachers." Supervision is not perceived as help, but monitoring. Teachers see it as lack of trust and not growth inducing using normative power. In this sense,

the relative infrequency of contact tends to keep the alienation within a level that allows teachers not to become overtly hostile to the system. Again, however, the general structures established are more appropriate to order goals than to cultural ones. The predicted effectiveness of these systems is not high for affecting teachers' behavior.

The structures established for the administrators tend to reinforce calculative involvement. Since the monetary reward system in five of the six districts is directly related to goal system, the "playing of games" by administrators in writing goals and measures of achievement is common and expected--calculative involvement.

5. Leaders and Activities in the organizations--officers, formal, informal leaders--instrumental, expressive activities

Our data do <u>not</u> speak very directly to this issue. The systems the superintendents describe suggest that generally the formal leaders are expected to do most of the supervision-evaluation. This organization would be most appropriate for an organization with economic goals. In all six school districts the principals or supervisors all had formal line authority. But, we have no direct data about who actually carries out most of the supervision.

Teachers in one district were encouraged to work with their peers--this is a new program in that district and whether it works or not we do not know.

In one other district the superintendent considered that he was a "curriculum person"--had expert knowledge--and interacted directly with the teachers. Whether or not they perceive the superintendent as an officer or as a formal leader is unknown.

The supervision may or may not control the instrumental and expressive activities equally or to the degree appropriate to ensure the achievement of cultural goals. The only data we have on this part of this dimension is to examine the categories on the evaluation form. They appear to be weighted heavily in the instrumental areas and much less in the expressive ones most closely associated with cultural goals.

6. Relationships within the organization--antagonistic--cooperative, incongruent-congruent, closed-open

The six superintendents perceive that the relationships within their organization are cooperative. Whether or not they are, we have no direct data. One superintendent indicated that three years ago the relationships between upper and lower organization members were not good, but are now much improved.

Our data again do not tell us whether the relationships are truly congruent or incongruent. Whether the leaders who are supposed to lead actually do so is not known. The superintendents give the impression that they are in charge. The low frequency of contact between various levels of leaders and teachers would suggest that it would be difficult for the leaders to lead especially in the expressive areas leading to cultural goal achievement.

The infrequency of formal contacts between groups again raises doubts about how open the systems are to share norms and feedback on performance. This openness is necessary where organization members can develop commitment to cultural goals through the use of normative power.

FINAL SUMMARY

The questions we have raised from a theoretical and a psychological perspective about the supervisory system in six school districts seem to us to cry out for more specific question raising using a larger sampling, and for studies at several levels within specific school districts. Obviously, to proceed with these studies, specific operational definitions of effectiveness have to be agreed on. We must also look much more closely at each setting. If we can find school districts with theoretically predicted effective supervisory systems for cultural goals, will they be effective by any definitions?

When current studies have defined effective schools, did those principals behave in ways which our supervisory model would say is effective. Did the principals of those buildings ignore the supervisory system in their districts?

Are there any effective supervisory systems in school districts? Are there any really effective school districts?